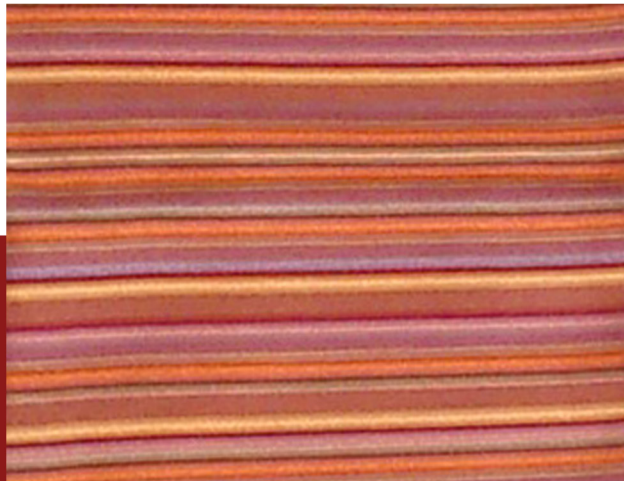


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DEPARTMENT OF LABOR

Independent Midterm Evaluation of Brighter Futures II, Phase II (BF II): Combating Child Trafficking Through Education in Nepal

World Education

Cooperative Agreement Number: E-9-K-5-0046



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LIST OF ACRONYMS

AMK	<i>Aama Milan Kendra</i>
BASE	Backward Society for Education
BBP	<i>Boudha Bahune Pati</i>
BFP	Brighter Futures Program
CAAFAG	Children Associated with Armed Forces and Armed Groups
CAR	Children at Risk
CBS	Central Bureau of Statistics
CFWA	Children and Family Welfare Association
CTEVT	Center for Technical and Vocational Training
CDS	Child Development Society
CDW	Child Domestic Worker
CLS	Child Labor Spectrum
CWIN	Child Workers In Nepal
CWISH	Children and Women in Social Service and Human Rights
CMC	Class Management Committee
CWDC	Community Women Development Center
DCLCC	District Child Labor Coordination Committee
DDC	District Development Committee
DEO	District Education Office
DOE	Department of Education
DOL	U.S. Department of Labor
EFA	Education for All
EI	Education Initiative
GATE	Girls Access to Education
GON	Government of Nepal
GTIP	Department of State's Office to Monitor and Combat Trafficking in Persons
ICDC	Integrated Community Development Campaign
IGA	Income-generating Activity
ILO	International Labour Organization
INGO	International Nongovernment Organization
IP	Implementing Partner

IPEC	International Programme on Elimination of Child Labour
JICA	Japan International Cooperation Agency
JSSN	<i>Jana Sewa Samaj</i> Nepal
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MIS	Management Information Systems
MOES	Ministry of Education and Sports
MOLTM	Ministry of Labor and Transport Management
NESDO	National Educational and Social Development Organization
NPC	National Planning Commission
NFE	Nonformal Education
NFEC	Nonformal Education Center
NGO	Nongovernmental Organization
OFAC	Office of Foreign Assets Control
OLC	Our Learning Center
PCCI	Pokhara Chamber of Commerce and Industries
PTA	Parent Teacher Association
QERP	Quality Education Resource Package
RLF	Revolving Loan Fund
SEEP	Self-employment Economic Education Package
SMC	School Management Committee
TBP	Timebound Program
TOR	Terms of Reference
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
VDC	Village Development Committee
WEI	World Education Inc.
WFCL	Worst Forms of Child Labor

EXECUTIVE SUMMARY

On September 30, 2005, World Education Inc. (WEI) received a four-year Cooperative Agreement worth US\$3.5 million from the U.S. Department of Labor (USDOL) to implement Phase II of the Brighter Futures Program (BFII), an Education Initiative (EI) project in Nepal aimed to withdraw and prevent children from exploitive child labor by expanding access to and improving the quality of basic education, supporting the following four goals of the USDOL's Child Labor EI:

1. Raise awareness on the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.
2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend schools.
3. Strengthen national institutions and policies on education and child labor.
4. Ensure the long-term sustainability of these factors.

PROJECT DESIGN AND IMPLEMENTATION

In meeting these goals, direct and indirect *educational interventions* were developed, such as NFE classes, vocational education, apprenticeships, scholarships, access to schools, and other means. *Indirect interventions* included policy and quality education initiatives, parent teacher association (PTA) development and training, and family support. Target numbers were set for participant recruitment, especially for those in the worst forms of child labor (WFCL), as well as by sector, age group, gender, and caste/ethnicity.

BFII—Status of Project Targets—December 2007

Sectors	BFI	BFII	Reached by Midterm		Remaining
1. Child Domestic	12,279	7,000	6,209	88%	791
2. Child Porters	5,091	2,500	2,979	119%	0
3. Carpet Factories	1,454	1,500	1,426	95%	74
4. Brick Factories (new for BFII)	n/a	1,500	975	65%	525
5. Mining	1084	800	1530	191%	0
6. Entertainment	625	800	225	28%	575
7. Recycling	1070	500	651	130%	0
8. Transportation (new for BFII)	n/a	400	155	39%	245
9. CAAFAG (400, plus 200 CAR)	n/a	600	0	0	600
10. Bonded Child Laborers ¹	612	n/a	n/a	n/a	n/a
Total WFCL (Withdrawn)	22,107	15,400*	14,150	92%	2610*
CAR (Prevented)	55,353	15,200*	10,501	69%	4,499*

¹ Bonded child workers for BFII is listed as a separate sector, but does not have separate targets.

Sectors	BFI	BFII	Reached by Midterm		Remaining
Total Direct Beneficiaries	77,460	30,600*	24,651²	81%	7,109
BFI Children - Continued Support	n/a	5,000	2,867	57%	2,133 ³
Total Indirect Beneficiaries	n/a	70,000	55,382	79%	14,618

n/a = no data available

Midterm expectations for all targets have been exceeded, with the exception of two sectors. The two exceptions are the entertainment and transport sectors, which have proven to be more of a challenge than expected. The transport sector has been a challenge because “children” there see their position as one with the potential for *upward mobility* to that of driver. They see the driver position as a viable job in which they can make a living. In order to get them into training and out of the transport sector, accommodations would have to be made to provide them with shelter and food, as they are often on their own, separated from their families, and have no other means of supporting themselves. USDOL funding does not provide for this short-term shelter and food, which therefore makes it difficult to recruit and retain participants in the transportation sector.

The entertainment sector has been a problem in that many of the children or young women that are no longer working in the entertainment or sex field don’t want other people to know their past or backgrounds. Therefore, they are less willing to come forth and join a program that target “girls” working in the entertainment or sex industry.

The greatest achievement for *direct interventions* has been in reaching such large numbers of children engaged in WFCL, as well as the numbers achieved for the targeted disadvantaged groups. The greatest challenge has been retention and completion, for a variety of reasons which include the on-going conflict within the country, the migration to and from Kathmandu and urban areas, the economic need for families to have their children working rather than in school, and the custom of female children being married off in an arranged marriage.

The greatest achievements for the *indirect interventions* have been the policy and quality education initiatives, especially *Welcome to School*, PTAs, and PTA networks. These are the initiatives most likely to have sustainable long-term impact on the educational system and the issues around WFCL and Children at Risk (CAR). The reasons for this is that PTA’s, the PTA networks, and the Welcome to School program all involve the mobilization of parents at the local community level, and these parents in turn have the most ownership of the program and stand to gain the most by having their children in school. Some PTAs are engaged in income-generating activities that raise money for the school and/or for individual households, allowing these parents to keep their children in school.

USDOL is funding a new program through BFII: Children Associated with Armed Forces and Armed Groups (CAAFAG). This program sets new targets of 400 withdrawn and 200 prevented, with additional funding of US\$345,000. Though the program has not yet been implemented, WEI staff have already started working on CAAFAG, and have taken a number of steps to

² This is the total number of participants vs. the total number of program participants, which is 28,823; this accounts for some who participated in more than one intervention.

³ For more information, see: TPR, March 1–August 31, 2007, p. 13.

ensure that they are in full compliance with the Office of Foreign Assets Control (OFAC) license under which they operate the program (please see page 37).

The Child Labor Spectrum (see page 39) is a tool developed under BFII to provide some guidelines as to who qualifies under Worst Forms of Child Labor and Children at Risk. NGOs interviewed indicated that they are implementing the Child Labor Spectrum and have found it useful. Government officials interviewed indicated that they are aware of the tool, but do not use it. They did not indicate why they do not use it.

PARTNERSHIP AND COORDINATION ISSUES

NGOs indicate having gained experience from participating with BFII, noting that the multiple training opportunities have increased their organizational and implementation capacity. Examples of this follow:

- **MIS/M&E:** By using the child labor spectrum and the data intake for the computerized program, many have gained experience in data collection and entry that they previously did not have.
- **NGO Training Opportunities:** The Welcome to School program has affected the capacity building of partner NGOs and communities through PTA development training, initiated for BFII during this reporting period, with more than 40 NGO staff and trainers having received technical training.
- **NGO Development:** WEI jointly organized a workshop with the Indian NGO PRIA to discuss and promote issues regarding democratic and good governance in the region.

MANAGEMENT AND BUDGET ISSUES

The following are the strengths of the BFII management:

- The professional experience and background of its staff; includes many years of development experience in a variety of areas, years working in Nepal, and in academic training.
- The management information system (MIS), through which BFII collects data both for the program and for contributing to the Nepalese Government system.

In contrast, there are several issues of weakness pertaining to the budget:

- The devaluation of the U.S. dollar (from 70 rupees to 63 rupees to every dollar).
- The formal inflation rate in Nepal is up to 13 percent, and the informal rate is up to 20 percent.

- An inability to obtain leveraged funds as expected, and an expectation of depleting USDOL funding by 2008, with a slight deficit (please see page 44).

SUSTAINABILITY AND IMPACT

Overall, the BFII program has far exceeded its targets and has achieved a number of successes. It is likely that the most sustainable activities and the greatest impact will come from the policy and quality education initiatives, along with the PTA development and networks. Examples of sustainable impact include the following:

- **Policy and Quality Education Resource Package (QERP):** Although the government is still working through its political situation, the peace process is moving further ahead. Through all of this, the Welcome to School program is also moving ahead, from a few districts to nationwide, and will be present in all 75 districts. Enrollment has risen substantially, making the challenge now “retention.” WEI, with government approval, has already started working on teacher training, using a variety of grade-specific curricula developed under QERP (see *indirect interventions*). Based on systems already developed, WEI is working with the central government in getting an MIS and database in place to track children within the school system, and has already simplified the system from BFI for BFII so that it can more easily be used by NGOs and district-level government.
- **PTAs:** The Parent Teacher Associations (PTAs) that have received training and mobilized funds are key to the sustainability of BF program efforts. Once they get up and running, they will not need further input from WEI, or even the NGOs. The efforts of the PTAs and School Management Committees (SMC) will be enhanced by the QERP and by changes in government policy regarding direct funding of schools. With 80,000 schools, the 225 training PTAs are not enough to make a substantial impact. However, PTA “networking” has begun and is spreading.
- **NGO Capacity Building:** WEI is working with up to 40 NGOs. Some were very well organized, staffed, and funded at the beginning of the partnership; others were not. Through the BF program, NGO staff have received a lot of training and experience through program implementation. Now, even outside of the BF program, some of the NGOs are providing assistance to BF beneficiaries through other program monies and through technical assistance (e.g., a candle-making business was started with BF efforts, but further technical assistance was provided by the partner NGO).

RECOMMENDATIONS

- **Brick Factories (and Mining) Sector:** Open up dialogue between the “home” school of the children working in the brick factories and the NFE program in which they participate at the brick factory.
- **Entertainment Sector:** Set up informal “safe” confidential networking between BFII participants and those still working in this industry to identify those who might be interested in BFII training.

- **Transport Sector:** BFII may want to consider focusing the remaining limited resources on another sector or other interventions.
- **Scholarships:** Work with district-level government and PTAs/SMCs to determine if there is a way to influence Nepal Government scholarship distribution.
- **SEEP:** With the remaining Self-employment Economic Education Package (SEEP) classes, and others as appropriate, it is recommended that some form of “supply chain” exercise be included.
- **Apprenticeships:** Identify medium businesses, to the extent possible, for future apprenticeships.
- **Follow-up Participant Information:** The data collection system is improving, but still not able to track participants after they leave the BFII program. Since a large volume of participants now exists, perhaps some follow-up information can be collected via the PTAs that are trained and up and running within the districts where BFII participants have returned or presently live.
- **Ensure Interventions can be Linked:** With the remaining BFII interventions, review where the interventions are likely to have the most impact. For example, put more interventions where trained PTAs exist, or place any additional Girls Access to Education (GATE) classes only in schools that can absorb those who complete, or where there is a school nearby for the completers to attend. In the case of family support, additional interventions might go to PTAs where those families send their children.
- **End-of-Project Targets:** End-of-project targets have nearly been achieved, and remaining financial resources are limited. With two years remaining in the life of the project, to maximize impact and sustainability the focus should be placed on expanding PTA networks, working with QERP and teacher training, and supporting the national-level data system. Where possible, continue to expand the agro forestry-sector programs that are linked with local schools and communities, ideally where PTA training has occurred.

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I INTRODUCTION

On September 30, 2005, World Education Inc. (WEI) received a four-year Cooperative Agreement worth US\$3.5 million from the U.S. Department of Labor (USDOL) to implement Phase II of the Brighter Futures Program (BFII), an Education Initiative (EI) project in Nepal. The BFII project aims to withdraw and prevent children from exploitive child labor by expanding access to and improving the quality of basic education, supporting the following four goals of the USDOL's Child Labor EI:

1. Raise awareness on the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.
2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend schools.
3. Strengthen national institutions and policies on education and child labor.
4. Ensure the long-term sustainability of these factors.

Phase I of the Brighter Futures Program, implemented by WEI, ran for four years; from April 2002 to March 2006. Phase II is a follow-on to this program. On August 7, 2007, WEI received a cost increase of US\$345,000 to expand the targeted child labor sectors under BFII to include children associated with armed forces and armed conflict (CAAFAG). USDOL awarded this funding to WEI as a sole source.

1.1 TARGETS

BFII targets include 10 sectors across 27 districts;⁴ 15,400 children to be withdrawn and 15,200 children to be prevented from the worst forms of child labor (WFCL).

Table 1: Target Beneficiaries, by Sector

Sectors	BFI (22 Districts)	BFII 27 Districts)
1. Child Domestics	12,279	7,000
2. Child Porters	5,091	2,500
3. Carpet Factories	1,454	1,500
4. Brick Factories (new sector for BFII)	n/a	1,500
5. Mining/quarry	1,084	800
6. Entertainment (former trafficking victims)	625	800
7. Recycling/rag-picking	1,070	500
8. Transportation (new sector for BFII)	n/a	400
9. CAAFAG *(400, plus 200 children added to totals)	n/a	400
10. Bonded child laborers (cross-cutting; no specific BFII targets)	612	n/a
Total WFCL	22,107	15,400*

⁴ Please see Annex H for a map of the 27 districts and 5 clusters.

Sectors	BFI (22 Districts)	BFII 27 Districts)
Children at Risk (CAR) (Prevented)	55,353	15,200*
Total Direct Beneficiaries	77,460	30,600⁵
BFI Children Receiving Continued Support	n/a	5,000
Total Indirect Beneficiaries	n/a	70,000

n/a = no data available

1.2 DEVELOPMENT OBJECTIVE

Reduce worst forms of child labor in Nepal through the following four immediate objectives:

1. Greater parental and community participation in formal, nonformal, and vocational education for children removed from WFCL and children at risk of WFCL.
2. Improved quality, relevance, and access to educational programs for children withdrawn from or at risk of WFCL.
3. Reduced barriers to the success of children withdrawn from or at risk of WFCL in formal and alternative school systems.
4. National education policy dialogue reflecting the needs of children engaged in WFCL and children at risk of becoming child laborers.

1.3 INTENDED PROJECT OUTPUTS

- Increase of parental and community participation in the governance and management of educational programs.
- Improvement in access to relevant and quality educational programs.
- Reduction in barriers including gender, caste, and religious discrimination, as well as those that are financial and work-related.
- National education policy dialogue and programs that reflect the needs of children working in exploitive forms of child labor or at risk of becoming child workers.

⁵ Direct beneficiaries are defined by USDOL as children who are withdrawn or prevented from entering exploitive child labor, particularly its worst forms. Children withdrawn from exploitive work are those children that were found working and no longer work as a result of project intervention. This category also includes those children that were engaged in exploitive work and, as a result of a project intervention, now work shorter hours under safer conditions. Children prevented from entering work are defined as those children that are either siblings of (ex)working children or children living in areas with a high incidence of exploitive child labor.

1.4 INTERVENTIONS

Objectives and outputs are to be achieved through assorted approaches including formal and nonformal education (NFE), and indirect interventions such as policy and quality education initiatives, parent teacher association (PTA) support, and family support.

Table 2: Program Interventions

Direct Education Interventions: Working Children

Working Children	Program Intervention (most but not all interventions)
Ages 10–14 ^{6*} (boys/girls in school)	Scholarships
Ages 10–14 (boys/girls not in school)	Modular NFE, then bridge course, then school enrollment with scholarship (if able to support for multiple interventions)
Ages 10–14 (girls only, not in school)	GATE, then bridge course, then school enrollment with scholarship (if able to support for multiple interventions)
Ages 14–17 (out of school)	SEEP, or Vocational Training, or Apprenticeship

Direct Education Interventions: Children at Risk

Children at Risk (CAR)	Program Intervention (most but not all interventions)
Ages 10–14	Modular NFE, then school enrollment (possible scholarship)
Ages 10–14 (girls only)	GATE or other NFE, then school enrollment (possible scholarship)
<i>Other for CAR or WFCL</i>	Agro-forestry, Open Learning Centers, and Coaching

Indirect Interventions

Indirect Interventions	Program Intervention (most but not all interventions)
PTAs	Formation and training, mobilization of parents and funds, improvement of school, increased enrollment, and retention.
Development of Quality Ed Resource Package (QERP)	Review existing materials, development of pilot materials and field testing, revision, distribution to schools, and training of facilitators.
Policy Interventions	Participate in policy dialogue. Organize policy-review workshops based on field experience.
Family Support	Work with individual and groups of families. Address “opportunity recovery costs” families face when sending their children to school.

⁶ Or 14 years plus if the child is in school at an age-appropriate level.

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II BACKGROUND

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the USDOL. OCFT activities include research on international child labor; supporting U.S. Government policy on international child labor; administering and overseeing grants and contracts to organizations engaged in efforts to eliminate child labor; and raising awareness regarding child labor issues.

Since 1995, the U.S. Congress has appropriated over US\$595 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects that combat exploitive child labor in more than 75 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the WFCL as defined by the International Labour Organisation (ILO) Convention 182. USDOL-funded projects seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services.
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at-risk of engaging in exploitive labor to attend school.
3. Raising awareness on the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Supporting research and the collection of reliable data on child labor.
5. Ensuring the long-term sustainability of these efforts.

By increasing access to basic education, USDOL-funded projects help nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor in geographic areas or economic sectors with a high incidence of exploitive child labor. In the appropriations to USDOL for international child labor technical cooperation, Congress directed some of the funds towards two specific programs: The International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC), and the Child Labor Education Initiative.⁷

⁷ See the Terms of Reference, p. 2, for specific details.

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III EVALUATION OBJECTIVES

All EI projects, which are funded through cooperative agreements, are subject to Midterm and final evaluations. The EI project in Nepal was funded in September 2005, and is due for a Midterm evaluation in 2007. The purpose of the evaluation process is to address the following:

- Help individual organizations identify areas of good performance and areas where project implementation can be improved.
- Assist OCFT to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad OCFT technical cooperation program framework.
- Assess the degree to which objectives have been achieved.
- Assess progress in terms of children's working and educational status (i.e., withdrawal and prevention from WFCL; enrollment, retention, completion of educational programs).

Additionally, the following project-specific goals were developed by OCFT in consultation with World Education staff:

- Review programmatic progress of BFII in terms of design and implementation, taking into account input from stakeholders.
- Review child labor sector targets and make modifications if necessary.

The evaluation reviews and assesses activities carried out under the USDOL Cooperative Agreement with WEI for BFII. The evaluation assesses the project's achievements toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation considers all activities that have been implemented over the life of the project, addressing the following issues:

- Project design; implementation, including reliability of performance data; partnership and coordination; management and budget; sustainability; and impact
- Lessons learned, good practices, and conclusions
- Recommendations for BFII and future projects.

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IV EVALUATION METHODOLOGY⁸

- Document review began in November of 2007
- Field work was conducted from December 3–15, 2007
- The draft report was due December 28, 2007, with the final document due January 21, 2008.

Document Review: Final Report from Phase I, dated April 2006; the BFII project document; two 2006 technical reports; two 2007 technical progress reports (please see Annex C for a complete list).

Methods of Data Collection: Desk review, individual and focus interviews, direct observation, and stakeholder meetings, including the following:

- Individual interviews with representatives of NGO partners.
- Interviews with policymakers at the central level in the key and partner-government agencies.
- Focus interviews with project beneficiaries: children, parents, teachers, and community leaders.
- General discussions with individuals and groups, followed by a series of questions.
- Direct observations in classrooms and school activities in the field.
- Stakeholder meetings and/or workshops at the district and central levels (please see Annex E).
- Interview with a donor representative.

Site (field) visits:⁹ Kathmandu Valley, Western Terai and surrounding hills (Daulagiri region), including sampling different activities, meeting beneficiaries (groups and individuals) and NGO partners, including some involved in the community-based livelihood programs.

Quantitative/Qualitative Methods: Qualitative methods of data collection (direct observation, individual and focus groups) and quantitative information and data (secondary sources) were utilized.

Methodology for Interviewing Children: Focus groups were used for interviewing children. For classes such as GATE, only girls were interviewed. Where appropriate (i.e., carpet weaving or Our Learning Center), boys and girls were interviewed jointly.

⁸ For detailed information, see Annex F, Terms of Reference and other relevant Annexes.

⁹ For detailed information, please see Annex B.

Confidentiality: The evaluation mission observed utmost confidentiality relating to information and feedback elicited during the individual and group interviews.

Stakeholder Meetings:¹⁰ Stakeholder meetings were held at the district level on December 7 and 9 and at the central level on December 14, where preliminary findings were presented.

¹⁰ For a list of participants and meeting notes, please see Annex E.

V FINDINGS

BFII is a complex project because of the number of different sectors involved and the types of direct and indirect interventions offered. Because of this, it was impossible for the evaluator to visit more than two or three project sites in any one sector during her limited time in the field. This constraint limited the evaluator's ability to fully assess the project.

The findings are presented through various charts below and are organized by topic: Project Design and Implementation, Partnership and Coordination Issues, Management and Budget Issues, and Sustainability and Impact.

5.1 PROJECT DESIGN AND IMPLEMENTATION

Table 3: BFII—Status of Project Targets—December 2007

Sectors	BFI	BFII	Reached by Midterm		Remaining
			No.	%	
1. Child Domestics	12,279	7,000	6,209	88%	791
2. Child Porters	5,091	2,500	2,979	119%	0
3. Carpet Factories	1,454	1,500	1,426	95%	74
4. Brick Factories (new for BFII)	n/a	1,500	975	65%	525
5. Mining	1,084	800	1,530	191%	0
6. Entertainment	625	800	225	28%	575
7. Recycling	1,070	500	651	130%	0
8. Transportation (new for BFII)	n/a	400	155	39%	245
9. CAAFAG (400, plus 200 CAR)	n/a	600	0	0	600
10. Bonded Child Laborers ¹¹	612	n/a	n/a	n/a	n/a
Total WFCL (Withdrawn)	22,107	15,400*	14,150	92%	2610*
CAR (Prevented)	55,353	15,200*	10,501	69%	4,499*
Total Direct Beneficiaries	77,460	30,600*	24,651¹²	81%	7,109
BFI Children—Continued Support	n/a	5,000	2,867	57%	2,133 ¹³
Total Indirect Beneficiaries	n/a	70,000	55,382	79%	14,618

n/a = no data available

* BFII original Project Document targets 15,000 for WFCL and 15,000 for CAR. CAAFAG increased targets to 15,400 for WFCL and 15,200 for CAR. In addition, three sector targets have gone over by a total of 1,360. Therefore, the calculations appear incorrect, but they are not. To get the "remaining" figure for WFCL, calculate 15,400, plus the 1,360 overreached = 16,760 – 14,150 = 2,610. To calculate CAR, add the remainder of 4,499, plus 200, plus 10,501 = 15,200.

¹¹ Bonded child workers for BFII is listed as a separate sector, but does not have separate targets.

¹² This is the total number of participants vs. the total number program participants, which is 28,823; this accounts for some who participated in more than one intervention.

¹³ For more information, please see: TPR, March 1-August 31, 2007, p. 13.

Table 4: BFII—Current and Long-Term Targets for Withdrawn And Prevented

Fiscal Year Targets	Withdrawn	Prevented	Life of Project Target
FY 2006	2,000 (13%)	4,500 (30%)	6,500 (22%)
FY 2007	5,000 (33%)	4,000 (27%)	9,000 (30%)
Midterm subtotals	7,000 (43%)	8,500 (57%)	15,500 (52%)
FY 2008	5,000 (33%)	4,000 (27%)	9,000 (30%)
FY 2009	3,000 (20%)	2,500 (17%)	5,500 (18%)
Totals	15,000*	15,000*	30,000

Source: TPR March 1–August 31, 2007, Appendix D.

5.2 TARGETS/SECTORS

By midterm, BFII was to have reached 7,000 (43%) children in WFCL and 8,500 (57%) of CAR. BFII has exceeded its targets by withdrawing 14,150 (92% of) children from WFCL and preventing 10,501 CAR (69% of total), for a total of 24,651 children (81% of total). The total number of indirect beneficiaries is 55,382, (70% of total).

BFII started with nine sectors, adding CAAFAG in 2007. With the exception of entertainment and transport, all sector targets are beyond 50 percent, and three sectors (porter, mining, recycling) are well beyond 100 percent of the project target (see the paragraphs below on entertainment and transport).

5.2.1 Domestics, Portering and Carpet Factories

Domestics are the largest number of beneficiaries by sector, at 6,209 comprises 88 percent of the sector target and represent a large number of WFCLs. These children often have *time during the day* to attend school or an NFE program for a few hours, if their employer agrees to support this.

To recruit children, the NFE teachers go door to door in the neighborhoods / communities where the NFE classes are held, asking the employers to let the children come to school during the day. In some cases, employers who let their “domestics” attend school have been recruited to talk to other employers in the communities, to persuade them to let those domestics working in other households attend school.

Portering follows, with 2,979 recruits; 119 percent of the sector target. Next are carpet factories with 1,426 recruits; this is 95 percent of the sector target. Heavy participation from these sectors is attributable to WEI, who has *targeted portering districts and carpet factory areas*.

5.2.2 Brick Factories and Mining

Although brick factories are a new sector for BFII, 975 children from this sector have been reached; 65 percent of the sector target. In working with this sector, experience and knowledge have been gained on how to reach children and which villages’ brick-making factories are the most pervasive.

The laborer's working cycle in the brick-making industry stops between June and November and workers typically return home. Children are usually involved in carrying raw materials to the kiln and then transporting the finished product to the storage area; most of the children work alongside their families. The strategy for reaching children in these sectors is to provide flexible hours during the day in which they can leave their “employment” for a period of time, which may not be the same time each day. The key to making this viable is in offering flexible hours.

The NFE programs offered to these children are an open learning concept where the child attends a class, supervised by a teacher, at the child's convenience. Based on the level of each child, the teacher works with the child through basic skills curricula in reading, writing, and math.

The targets achieved in the mining sector have been the most notable; 1,530 mining children have been reached; 191 percent, almost double that of the target. For both brick factories and mining, the challenge has been to provide NFE that is sufficiently flexible so as to enable the children to attend at convenient hours during the day.

5.2.3 Entertainment/Trafficking

It has been a challenge to reach children in this sector, not just recently but overall. Even so, 225 children have received educational services, and 28 percent of the sector target has been achieved. (This number was reached in year 1 of the program, while funds from the Department of State's Office to Monitor and Combat Trafficking in Persons (GTIP) were used for Year 2, since the partners were the same and funding had to be prioritized. *Note: beneficiaries were not double counted.* In Year 3, BFII funds are again being used and thus the achieved number will increase.)

If the children have been rescued or are survivors of trafficking from such entertainment venues as the circus, they may be more easily identified. On the other hand, those involved in the sex industry often do not want this identification known, or their families do not want it known. *In spite of this, WEI has found that survivors in BFII programs (e.g., the participants in vocational education at the Malla Hotel) will assist in identifying others eligible for BFII programming.* It is not known how many of the BFII participants were identified through this process.

BFII identifies “survivors” informally, often by word-of-mouth through someone who is in the BFII program. *Typically, the program participant will mention the BFII program to a friend and the friend will eventually come forward. This is more typical for those in the “sex industry.”* Children who are survivors of the circus are more willing to come forward because their situation does not have the same stigma as that of the sex workers.

The U.S. Embassy arranged for complementary matching GTIP funds through USAID. With these funds, WEI and NGO partners provided services to 870 beneficiaries who were trafficking survivors, of whom 32 percent were still under 18 years of age.

In the entertainment industry, there is now an additional focal point for trafficked and sexually exploited young women. These places are known as *dohori*, restaurants where traditional *call and response* folk songs are featured, popular among young and middle aged people and couples.

These restaurants can be found in all major cities, with more than 300 in Kathmandu Valley alone. WEI and specialized partner NGOs are now looking into these establishments to reach young and vulnerable women.

5.2.4 Recycling and Transport

Progress in the recycling sector was the second-largest overall, reaching 651 beneficiaries; 130 percent of the target. Historically, youth found laboring in the recycling sector are among the poorest of any other CAR, as this activity often means trash-picking and scavenging.

The transport sector is new for BFII and remains a challenge. In spite of this, BFII has reached 155 children in this sector; 39 percent of the sector target. There is not much known about the transport sector other than that children who work in transport are typically employed as *kalasis*, or helpers that collect fares. One challenge in working with this group is that the children see their job as a sort of career path to that of “driver,” and feel that the NGO is interfering with that possibility. Unless the child becomes sick or discouraged, it is difficult to reach them.

In addition, while BFII has committed to providing them with educational support, full residential care is needed in order to remove these children. As a result, NGOs are not able to move as quickly. Full residential care is needed because the majority of these children are separated from their families and are on their own; they must support themselves by working for shelter and food. Should they participate in the program rather than working all day and evening, they have no money to support themselves or to gain shelter and/or food.

Child Workers in Nepal (CWIN), a partner organization for WEI and BFII, has a program for children in the transport sector that aims to re-integrate these children back into their families. There has also been a short-term residential facility proposed, to serve as a kind of transit home, funded through support from other donors in addition to USDOL. With USDOL funds, children in Kathmandu will be targeted with a condensed NFE or vocational course, while children that have returned home will be supported and enabled to join formal school.

Interviews were conducted at CWIN with two male children who chose to leave the transport sector and complete vocational training. One is now in motorcycle maintenance and the other is being trained as a cook. Both young males interviewed are BFII participants. CWIN is a partner organization for WEI and BFII.

Motorcycle Maintenance

He found out about the training program from other kids on the street. Prior to this, he had begun working in the transport sector for 1.5 years, due to the financial situation at home. He had not liked it because the work days were from early in the morning until late at night, it was cold, there was no leisure time, and the pay was from 1500r to 1600r a month.

He had been in school, but had run away from home. Now, he was back in Kathmandu with his mother. During the 6-month training, he lived in the children’s center in order to receive shelter and food. CWIN assists in finding jobs, and the job possibilities for him are good; starting salaries are 2000r to 5000r a month, and up to 8000r a month with larger employers.

“Cook”

He started as a domestic at age 6. At age 16, he starting working as a conductor on a micro van, making 2,000r to 3,000r a month. He learned about the training program from other kids on the street, and entered into it because he thought it presented a better opportunity for him to be a trained cook and maybe even go abroad (his father is working as a security guard in Qatar).

During the six-month training, he lived in the children’s center in order to receive shelter and food. He completed his training and now has a job as a “helper” in a restaurant, which starts at 3000r a month. He works from 7:00 a.m. to 7:00 p.m., with two to five hours off during the day.

For a brief time, he was connected with Saathi, an NGO that works with street kids. Through Saathi and CWIN, a savings account was opened in his name. For the first time, he has a bank account into which he can save some money.

5.2.5 CAAFAG

Children Associated with Armed Forces and Armed Groups is a new sector for BFII. USDOL provided US\$345,000 in additional funds to offer services to CAAFAG, with UNICEF as a financial partner. Targets have been set at 400 withdrawn and 200 prevented, though as of December 2007, participant programs had not yet begun. (*Note: Partner contracts were signed in November 2007 and training began in December.*)

5.2.6 Bonded Child Laborers

This is especially prevalent amongst children of Tharu families who are extremely poor and of a lower caste. As a lower caste, discrimination targets them specifically. However, the issue cuts across other ethnic groups and castes and all sectors, affecting children in domestic and brick sectors in particular. Therefore, rather than having one specific target, the issue is addressed by targeting children in several minority groups/castes.

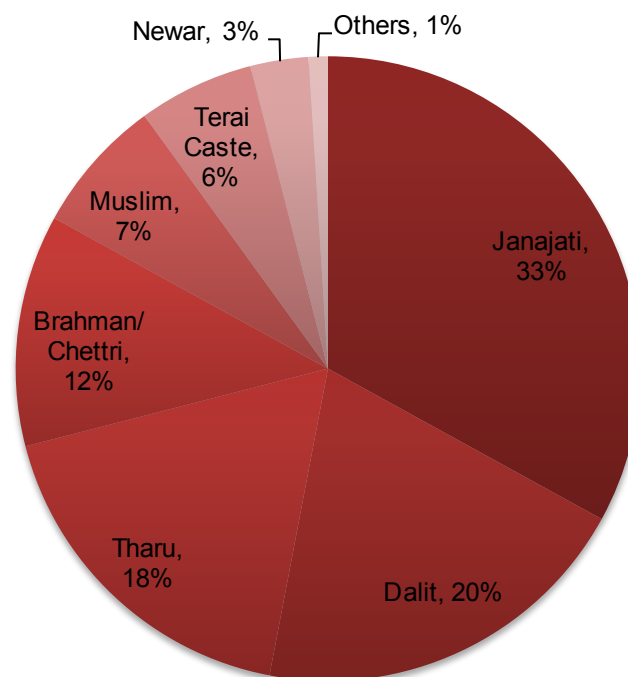
5.2.7 All Sectors

Large numbers of children have been withdrawn and the focus is now shifting to that of providing follow-up services to the most needy children, in order to ensure that they too are fully removed and do not return to child labor. In the upcoming period, a greater emphasis is to be placed on expanding efforts with young trafficking victims and starting work with CAAFAG children.

5.3 TARGETS/ETHNIC MINORITIES/GENDER

The program design targets ethnic minorities¹⁴ and younger, hard-to-reach children, especially girls, who are considered to be the most affected by WFCL or are the most at risk.

Figure 1: Distribution of all BFII Participants by Caste/Ethnicity



Dalit, Muslims, Terai Caste, Tharu, and Janajati (a term referring to a group of ethnic minorities) were targeted as disadvantaged groups who have a heavy presence in the WFCL and are at risk. Children from these groups comprised 84 percent of the BFII participants.

Table 5: Distribution of Children By Program, Sex, Age Group

Program	<10 Years			10–14 Years			>15 Years			Total		
	Female	Male	Total	Female	Male	Total	Female	Male	Total	Female	Male	Total
AGRO	0	0	0	7	17	24	15	8	23	22	25	47
APP	0	0	0	0	10	10	8	23	31	8	33	41
COACH	1	2	3	15	22	37	1	3	4	17	27	44
GATE	72	0	72	8,810	0	8,810	1,716	0	1,716	10,598	0	10,598
LC	52	76	128	466	660	1,126	166	154	320	684	890	1,574
MODULAR	166	129	295	3,556	2,176	5,732	1,166	343	1,509	4,888	2,648	7,536
SCHOLARS	133	131	264	2,814	1,766	4,580	708	236	944	3,655	2,133	5,788
SEEP	6	25	31	609	321	930	1,570	484	2,054	2,185	830	3,015
VOC	0	0	0	3	20	23	72	85	157	75	105	180
Total	430 (54%)	363 (46%)	793	16,280 (77%)	4,992 (23%)	21,272	5,422 (80%)	133 (20%)	6,758	22,132 (77%)	6,691 (23%)	28,823

*The total amount includes “double service” for some participants. Source: WEI 12/2007

¹⁴ See Project Document, p. 14, par. 3, for more detailed information.

Younger children (<10 = 3%; age 10–14 = 74%; primary target group) comprised 77 percent of the BFII interventions.

Girls, overall, comprised 77 percent of the BFII interventions (girls <10 = 2%; age 10–14 = 56%).

Of the 28,823 program interventions, 40 percent included CAR participants, and 60 percent included WFCL participants (see Annex J for more information).

5.4 RETENTION AND COMPLETION

On January 17, 2007, in response to audit findings, the issue of retention and completion rates from BFI arose. In response, WEI conducted a participatory evaluation during the fourth reporting cycle of BFII (2007) on the causes of absenteeism and non-completion. A “Participatory Evaluation and the Causes of Absenteeism and Non-Completion, and Strategies for Improving Attendance and Completion in Brighter Futures II” was submitted to USDOL with the March 2007–August 2007 TPR.

Table 6: Life of Project Through 8/31/07

Type	Male	Female	Total
Withdrawn (WFCL)	4,082 (30%)	9,345 (70%)	13,427
Prevented Children at Risk (CAR)	732 (7%)	9,769 (93%)	10,501
Total	4,814 (20%)	19,114 (80%)	23,928
Educational Program Interventions			
Retention (%)	n/a	n/a	76.2%
Completion (%)	n/a	n/a	38%*

n/a = no data available

See also Annex K

* Note: The completion and retention figures listed here are both cumulative averages taken from four cohorts and only capture a certain point in time. Completion figures will only be conclusive at the end of the program.

WEI is introducing a variety of strategies, from policy level to school level, to improve retention and completion. For example, to improve classroom attendance, schools are encouraged to post daily attendance records in a public format so that everyone sees who attends and with what frequency. During interviews with PTAs in at least two schools, the head master or teacher pointed out the posted attendance records and commented that “everyone sees who attends or *does not* attend.” This, along with the parent’s signed commitment to ensure their child attends school, has helped to increase regular attendance. As part of the PTA concept, parents were invited to participate in the educational aspects of their children’s lives; unlike in the past, where they had been discouraged from participating at all in the educational efforts of their children.

Taking class attendance, posting the attendance records, and getting the parents to sign a commitment to ensure that their children attend school are just three pieces of the PTA “picture” of involvement (see page 32).

During the interviews, the head master did not indicate the number of parents who signed the commitment. He only indicated that all of the parents were asked to do so. Where information is available on retention and completion, it is noted in the following section.

5.5 INTERVENTIONS: DIRECT/INDIRECT SERVICES

Through BFII, direct services are provided, such as scholarships for schooling younger children up to age 14 who are engaged in or at risk (CAR) of joining the WFCL, as well as educational programs that provide practical skills for older children, 14 years and up, who are more likely to be engaged or who may be engaged in the WFCL. Indirect services include PTA training and support, quality education, policy initiatives, and assistance with family support.

The provision of education to working children speeds up their removal from child labor. They begin to demand the chance to attend educational programs, and also demand other rights such as the right of fair pay for work; this encourage employers and parents to return the children to their homes. The constant pressure from NGOs and schools to enroll these children acts as a disincentive for employers to replace them with other young children. Children with scholarships stay in school longer, and this keeps them out of the workforce until they are of legal working age.

Once in NFE, children learn about child labor and become resistant to pressures to be drawn into child labor. WEI finds that of NFE graduates, very few cases resulted in the child being subsequently sent into labor. Once children are enrolled and attending functioning schools, parents are reluctant to remove them; and without intense pressure from recruiters or debt bondage, these children are rarely removed. For those in vocational training, the skills they learned are used to find other non-exploitive employment.

Working with public schools to improve quality also dramatically increases enrollment, retention, promotion, and completion. By increasing the number of days and hours that schools are open, this in turn increases the hours children spend in school and not working; all of which dramatically affects retention and completion rates. WEI has documentation of this from the schools they directly support, as well as detailed data for all the schools in all the districts they support in collaboration with UNICEF and the Department of Education. Other impacts of quality education efforts have focused on access, school governance, child-friendly teaching, learning, and addressing Grade One.

The government, i.e., the Ministry of Education, values WEI's expertise on community mobilization, training, management of databases, and planning for education. As mentioned in the stakeholder sessions, the Government of Nepal appreciates BFII's solid expertise. The challenge here is to build capacity, even when government staff are in constant turnover, so that the government does not become overly dependent on WEI support.

NGOs felt that, with regards to education, they have increased their proficiency and professionalism, helping them improve the services they can offer to children. The educational aspects of their programs were developed by the same groups that focused on child labor. For rural NGOs, BFII helped them to learn to recognize working children and address their particular needs. They also stated that the child labor spectrum (discussed below) has helped them develop

a more sophisticated understanding of the degrees of severity and need within child laborers/workers/at risk youth.

Table 7: Distribution of Children By Program, Sex, Age Group, Type Of Labor (12/07)

Program/ % of Total	Sex	<10 Years		10–14 Years		>14 Years		Total		Total
		CAR	WFCL	CAR	WFCL	CAR	WFCL	CAR	WFCL	
AGRO (0.16%)	Female	0	0	0	7	0	15	0	22	22
	Male	0	0	0	17	0	8	0	25	25
APP (0.14%)	Female	0	0	0	0	0	8	0	8	8
	Male	0	0	0	10	0	23	0	33	33
COACH (0.15%)	Female	0	1	0	15	0	1	0	17	17
	Male	0	2	0	22	0	3	0	27	27
GATE (36.8%)	Female	69	3	6,582	2,228	1,367	349	8,018	2,580	10,598
LC (5.5%)	Female	1	51	9	457	1	165	11	673	684
	Male	1	75	6	654	0	154	7	883	890
MODULAR (26%)	Female	19	147	1,106	2,450	251	915	1,376	3,512	4,888
	Male	15	114	612	1,564	51	292	678	1,970	2,648
SCHOLARSHIP (20%)	Female	1	132	500	2,314	97	611	598	3,057	3,655
	Male	0	131	255	1,511	55	181	310	1,823	2,133
SEEP (10%)	Female	2	4	127	482	237	1,333	366	1,819	2,185
	Male	0	25	26	295	21	463	47	783	830
VOC (0.6%)	Female	0	0	0	3	0	72	0	75	75
	Male	0	0	0	20	0	85	0	105	105
Total		108	685	9,223	12,049	2,080	4,678	11,411	17,412	28,823

Table 8: Project Beneficiaries, by Intervention

Program/Intervention	No. of Participants	% of Total Participants
GATE (Girls Only)	10,598	36.8%
Modular NFE	7,536	26%
Scholarships	5,788	20%
Seep	3,015	10%
Open Learning Centers (LC)	1,574	5.5%
Vocational Education	180	0.6%
Agro-Forestry	47	0.16%
Coaching	44	0.15%
Apprenticeships	41	0.14%
Total	28,823	

Table 9: Frequency of Project Interventions

Program/Intervention	Frequency of Service
GATE (girls only)	2 hours a day, 6 days a week, 9 months
Modular NFE	2 hours a day, 6 days a week, 9 months
Scholarships/Formal School	Formal school—5 hours a day, 6 days a week, for primary level; 6 hours a day for secondary level except Fridays when it is only 3 hours a day
SEEP	2 hours a day, 6 days a week for 6 months, and for another set of 6 months at least once a week according to the needs of the children
Open Learning Centers (LC)	6–8 hours open (for a block of 2 hour shifts for each group of children in the same time shift) for 6 days a week and 12 months
Vocational Education	Based on the training contents, from 2–6 hours a day, for 2 weeks to 3–6 months
Agro-Forestry	For a year or more, based on the content area with interactive contact sessions
Coaching	Based on the grades of the school, subjects for individual child, and working seasons, from 2–4 hours a day for 5–6 months
Apprenticeships	Based on occupation, from 4–8 hours a day for 3–6 months

5.5.1 Girl's Access to Education (GATE)

GATE class participants (10,598) accounted for 36.8 percent of the total BFII program. The greatest numbers of GATE participants (83%) were between the ages of 10 to 14, and 14 percent were 14 years or older; of these, 75 percent were CAR and 24 percent were working children.

The girls-only courses include such modules as on reproduction and sex education; women's (girls') basic health education; basic reading, writing, and math skills; children's rights, and more (printed curriculum is available from WEI).

The August 31, 2006 TPR noted that the caste/ethnicity breakdown of the GATE participants was 26 percent Dalit, 23 percent Tharu, and 20 percent Janajati (excluding Tharu); with notably disadvantaged and lower-caste groups comprising the largest number of beneficiaries. Notably, of the Dalit participants, there is a high number of *Musahars*, a particularly excluded group. This indicates that BFII is reaching the most entrenched child laborers, since even those from this hard-to-reach group are showing up in such large numbers.

Portering is the largest sector from which GATE participants come. Since portering is typically intermittent work, the GATE class is a viable alternative for education.

The BFII educational "path," particularly for the younger girls, starts with the GATE class, followed by a bridge course or another NFE class, then school enrollment with a scholarship, if available. For this path to occur, the GATE classes have to be organized and located where there is indeed the possibility of another NFE class or other school enrollment. While the students will

benefit from the GATE class alone, the intent is to mainstream them into the school system if at all possible.

Interviews with a GATE class at Handikhola VDC

There were 32 girls in the class, of a wide-range of ages. Four of the girls were siblings. They had all been attending class for 6 days a week, 2 hours a day, for 4 months. Several of them had dropped out of school; one at grade 3, one had family problems, and one had to care for her siblings. Their favorite subject was math because they learned how not to let others “cheat them.”

The teacher had gone door to door to their homes in order to get the girls into class. Many of the parents said no, that the girls had to work at home. In many of those cases, the girls had brothers who were attending school.

The GATE class was located at a grade 1–5 school. The school did not have a PTA because the school did not meet the “specifications.” The school was not very large, and not well maintained or supplied. School enrollment was 550, mostly boys, up through grade 5. There were no grades 6–8 schools close by, so even the children enrolled in school had a limited chance of going beyond.

The school already had too many students to absorb any of the students from the GATE class. Even if they had been willing to take additional students, there was little opportunity to continue in further education without a grade 6–8 school close by.

5.5.2 Retention and Completion

In the February 2007 TPR, it was noted that of the 145 GATE classes started in 2006, three were closed in October 2006 in the far Eastern district of Jhapa. As a result, 75 percent of the 67 girls enrolled in these classes are now studying in formal schools. The 142 continuing classes began holding Midterm exams in mid-February, which continued into March.

During Cohort Two there were 150 GATE classes implemented, with an enrollment of 3,349 girls. Six classes were eventually closed, including one in Sarlahi, one in Sunsari, two in Chitwan, and two in Salyan. Two of the classes were closed because the facilitators left, while four of the classes closed because of a high number of non-completers, which mandated closure per WEI policy.

The remaining eight children from the Sarlahi GATE class were incorporated into another nearby class. The Sarlahi GATE class had an original enrollment of 18 children, of whom 10 were non-completers for the following reasons: 2 were enrolled in school; and 8 had migrated to other areas. All together, 328 girls were unable to complete the course. The predominate reasons cited for non-completion were: migration (22%), marriage (14%), not interested in studying (11%), returned home (10%), enrolled in school (7%), class closure (6%), and others.¹⁵ Of the 144 classes that continued, Midterm exams were held between December 2006 and January 2007. *Of the 2,726 girls that took the exam, 91 percent passed.*

¹⁵ When a child is confirmed a non-completer, the reason for leaving the class, along with the beneficiary’s identification number, is documented in the in-field data system.

From the computerized data collection system, WEI is able to collect information about GATE students while in the BFII program. However, because of the mobility of many of the students and the cost of tracking students once out of the BFII program, information is not available about students once they leave the BFII program. (WEI has implemented the GATE¹⁶ class for several years through another funder who supported longer-term monitoring.)

Table 10: Modular NFE, Open Learning Centers, Bridging, and Coaching

Program/ % of Total	Age	<10		10-14		>14		Total		Total
		CAR	WFCL	CAR	WFCL	CAR	WFCL	CAR	WFCL	
MODULAR (26%)	Female	19	147	1,106	2,450	251	915	1,376	3,512	4,888
	Male	15	114	612	1,564	51	292	678	1,970	2,648
	Total	34	261	1,718	4,014	302	1,207	2,054	5,482	7,536
Open Learning Center (5.5%)	Female	1	51	9	457	1	165	11	673	684
	Male	1	75	6	654	0	154	7	883	890
	Total	2	126	15	1,111	1	319	18	1,556	1,574
COACH (0.15%)	Female	0	1	0	15	0	1	0	17	17
	Male	0	2	0	22	0	3	0	27	27
	Total	0	3	0	37	0	4	0	44	44

5.5.3 Modular NFE

Modular NFE “*Jivan Shikshya*” (*Education for Life*) comprises 26 percent (7,536) of the BFII program participants. Of these, 27 percent are CAR, 73 percent are working children, and 76 percent of the children came from the 10 to 14 age group. (Modular classes targeted the 10–14 age group and younger.)

The educational “path” for CAR was to complete the class and enroll in a school; with no scholarship if male and with a scholarship if female. For children in the WFCL, after the modular class a bridge course was next, followed by school enrollment; with scholarship for both males and females.

With regard to educational quality, the main issue for NFE is relevance and flexibility. Increasingly, the target audience is made up of children with a range of skills, ages, and interests. WEI has developed curricula which the children want to use, and which gets them to come and participate in WEI classes regularly. This enables WEI to address literacy, numeracy, and life skills, including topics like managing money. Also, the modular approach and use of flexible timing attracts working youth. It counters and rejects the rigid designs of traditional NFE programs, which did not attract these working youth.

¹⁶ Since 1998, there have been 50,825 girls that have participated in the nine-month GATE classes. Of these, 35 percent have gone on to attend their local primary schools as 4th or 5th grade students. Based on information from two districts, 75 percent of those girls remained in school.

In the final cycle of BFI, a policy shift was enacted to limit support for NFE classes. In spite of this, with leveraged funding, 85 classes were initiated in the last two months of 2005. These classes were held in three heavily conflict-affected districts in western Nepal, where there is a large Tharu population. In these classes, a special emphasis was placed on reaching ex-Kamaiya children who, despite their change in legal status since emancipation from bonded labor in 2000, remain economically bonded in many ways. Of the WFCL children, the highest percentage is bonded laborers, at 36 percent; followed by domestics at 34 percent; 19 percent in the mining sector; and 11 percent from carpet factories.

Modular NFE is the number one intervention for all WFCL sectors in terms of proportion of beneficiaries in this activity versus the other offerings.¹⁷ Domestics, followed by porters (42% and 17%, respectively) are featured most prominently in modular NFE.

From both WFCL and CAR in NFE, the highest percentage (52%) is in the 10–12 age group, followed by the 13–15 age group (38%). The high percentage of 10 to 12 year olds indicates that the program is targeting the right children, since they will be age appropriate to enter school after finishing the course. The 13 to 15 age range is slightly different in that some of these youth will use their literacy and numeracy skills to obtain different work that does not fall into WFCL, while others will enroll in school.

The length of time that participants attend modular NFE classes depends on the individual child's ability to attend class and graduate from one level to the next. Typically, students who pass the basic modules of *Jivan Shikshya* are able to transition into at least the 2nd grade, and often into higher classes.

Participation in NFE by Muslim children was reported in the February 2007 TPR. This is significant as Muslim children are extremely under-represented in the formal school system. Typically, their parents do not have citizenship, the children do not have birth certificate registration, and schools are overcrowded (especially in Terai, where most of the Muslim population is located). These children do not fit the enrollment criteria and are systemically excluded because children must have birth certificates and be citizens in order to go to school.

Retention and Completion: There were 49 non-completers documented. The main reasons mirror those in GATE classes. One reason that was not cited by GATE girls but which affected the largest number of non-completers in modular NFE (33%) was that of shifting *workplace or living accommodations*, which makes participation in the class onerous or even impossible, depending on the distance.

5.5.4 Open Learning Centers

Open Learning Centers have a total number of 1,574 participants, and account for 5.5 percent of BFII recruits. It is a new program, targeting the 10 to 14 age group; with 1,111 children from the WFCL and 15 from CAR.

¹⁷ Modular NFE is the number one intervention for all sectors, with the exception of *recycling children*. Recycling children are highly represented in Learning Centers, which were designed primarily for this target group using the same curriculum with a different mode of delivery.

All together, 24 classes or “centers” have been initiated in 11 districts. They are mainly in urban areas such as Kathmandu, Narayangath, Pokhara Butwal, Hetauda, and Birtamod. Children primarily come from such sectors as domestics, portering, carpet factories, and recycling. Tharu WFCLs are heavily represented, since three of the centers are concentrated in Tharu villages.

The Open Learning Centers are located in easily accessible places within the community, and are open 6 days a week for up to 8 hours per day. Two Facilitators, responsible for each Learning Center, use micro-teaching, multi-level, and multi-grade teaching methods to accommodate children of varying ages, abilities, and interests. Participants use the modular NFE curriculum, except that learning centers focus on literacy and overall development.

Each child is monitored for progress in behavior, hygiene, socialization, leadership skills, decision-making skills, and other skill development such as *how to negotiate with employers for increased benefits*. These centers serve as a sort of catchment area for WFCLs that might not otherwise be able to access an educational intervention due to inflexible working hours.

Retention and Completion: Only six children have been documented as non-completers; three of them did not continue since their workplace/accommodation changed, while the other three did not continue due to lack of interest or problems with their employer.

5.5.5 Bridging NFE¹⁸

As reported in the August 2006 TPR, a total of 1,803 children (64% girls) were studying in a pilot program, *Bridging NFE* classes, during the reporting period; with classes lasting from four to five months. As stated in the Modular NFE section above, with leveraged funding, 85 classes were initiated over two months in 2005. These classes were held in three heavily conflict-affected districts of western Nepal where there is a large Tharu population.

Of the children that enrolled in the bridging classes:

- 218 were non-completers
- 873 were supported to transition to formal school
- Others made the transition with alternative funding.

¹⁸ The children in *Bridging NFE* are usually graduates of other forms of NFE classes and are always counted as an individual child in the initial classes. *Bridging* is considered a supplement to NFE and is classified as an NFE intervention.

5.5.6 Coaching

Coaching bridges the gap between work and school, and was newly implemented during 2006 through 2007 for WFCLs. At Midterm, the participants (n = 44) comprise 0.15 percent of the total BFII participants. The targeted age group is 10 to 14 years, with 15 girls and 22 boys attending.

This program was instituted primarily for *migrant children* working in brick factories, who often work with their families for five to six months before returning to their villages. Each year, what typically occurs is that when these children return to their home village, they re-enroll in the same grade and start over; either never progressing or progressing very slowly. Most children are ages 10 to 14, and have recently studied in grades 1 through 5; with the majority in grades 2 through 5. The major ethnic groups represented are: *Janajati*, Dalit, and Newar.

Children's home districts are: Lalitpur (36 %; remote areas), Makwanpur (27%; neighboring area), Rolpa (11%; distant and highly conflict-affected), Sarlahi (large numbers of brick factories and a BFII source district), Bhaktapur, Kavre, and Sindhuli.

Coaching entails the following:

- Coaching is an academic tutoring program.
- One teacher coaches each student using the government curriculum.
- Coaching provides continuity in education and preparation for re-entry into the formal school system.
- It instills awareness in children's parents on the importance of education.
- Classes run at fixed times for 1.5 hours per day, six days per week, for five months. *(However, the hours and the times during the day that the children could attend became more flexible because the children were not always able to get to the class at a fixed time.)*

Samaya, the implementing NGO, has been meeting with parents of the coaching classes; encouraging families to return home to their villages slightly before they normally would in order to coincide with the proper enrollment time for the new school year.

WEI mentioned in a report that children cannot be enrolled in school in two locations, but "there is a need to work more on building relationships between teachers and schools in origin and destination communities." *BFII will be undertaking a participatory assessment of this pilot with the stakeholders and will be looking at how to improve the long-term education strategies to address these children that migrate with families for work.*

Table 11: Scholarships

Program	Age	<10 Years		10–14 Years		>14 Years		Total		Total
		CAR	WFCL	CAR	WFCL	CAR	WFCL	CAR	WFCL	
Scholarship (20%)	Female	1	132	500	2,314	97	611	598	3,057	3,655
	Male	0	131	255	1,511	55	181	310	1,823	2,133
	Total	1	263	755	3,825	152	792	908	4,880	5,788

Scholarships make up 20 percent of the BFII program participants. Of these, 16 percent are CAR and 84 percent are WFCLs. The scholarship target group is aimed at those age 14 and under, and 79 percent of the children came from the 10 to 14 age group. Most of the children working in the WFCL are in portering, mining, and domestic service. Scholarships are provided for grades 1 through 8, with a concentration in grades 3 and 4.

The educational path for boys and girls with scholarships, ages 10 to 14, is for them to continue their education in a formal school.

Because of the turmoil in recent years, the country was effectively closed down for three weeks in April 2006. Schools opened late, and enrollment for many was delayed. This situation was further compounded by the summer holiday in Terai (where the BFP has its highest concentration of activities, including scholarship support). As a result, a large number of children, including those that had been able to enroll earlier but who were considered at risk of dropping out, were provided with scholarship support.

Besides the BFII scholarships, the government also provides scholarships, albeit small ones. The Nepalese Government scholarship money is approximately US\$4.75 per year, and is to be used for school uniforms and supplies. The money is distributed through district offices and, although there is some government criteria, these district officials determine who receives the scholarships.

Interviews were conducted at different schools, one of which was a Madrassa school in Pokhara. Students there indicated that they received the Nepalese Government scholarship of US\$4.75 a year, but in two installments. The first of the government scholarships was US\$1.60 at the beginning of the year, and US\$3.15 was paid at the end of the year. While they were glad to get the US\$3.15 government scholarship payment, it came after the money was needed. A mother's group at the school was raising funds to augment the late payment of the US\$3.15 government scholarship.

In another school, the children were receiving a Nepalese Government scholarship of US\$3.15 total, in cash, at the beginning of the school year. The district officer was making payments, but distributing to more children. The government scholarship of US\$3.15 was not enough to meet the children's needs. In addition, WEI has found that in their experience, the distribution should not be made in cash because it may be taken away from the child or spent for uses other than school items.

Questions arose in PTA interviews regarding the inclusion and ability of PTAs to make decisions about who gets scholarships and how much (in-kind, not cash). In a stakeholder's meeting, this was further discussed and encouraged if "full transparency" could be built into the decision-making process.

Table 12: Seep, Vocational Education, Apprenticeships, and Agro-Forestry

Program	Sex	<10 Years		10–14 Years		>14 Years		Total		Total
		CAR	WFCL	CAR	WFCL	CAR	WFCL	CAR	WFCL	
AGRO (0.16%)	Female	0	0	0	7	0	15	0	22	22
	Male	0	0	0	17	0	8	0	25	25
APP (0.14%)	Female	0	0	0	0	0	8	0	8	8
	Male	0	0	0	10	0	23	0	33	33
SEEP (10%)	Female	2	4	127	482	237	1,333	366	1819	2,185
	Male	0	25	26	295	21	463	47	783	830
VOC (0.6%)	Female	0	0	0	3	0	72	0	n/a	75
	Male	0	0	0	20	0	85	0	105	105
Total		2	29	153	824	258	2,007	413	2,795	3,283

These interventions target older children, age 14 and above, who may enter or re-enter school but are more likely to become employed or self-employed. Of the programs—

- The Self-Employment and Economic Education Program (SEEP) is the largest, with 3,015 participants; 10 percent of BFII participants.
- Vocational Education (VocEd) is next, with 180 participants; 0.6 percent of BFII participants.
- Agro-Forestry follows, with 47 participants; 0.16 percent of BFII participants.
- Apprenticeships are the smallest group, with 41 participants; 0.14 percent of BFII participants.
- Overall, the 4 interventions make up 11 percent of the total BFII participants.

5.5.7 SEEP

The largest group in SEEP are females (n = 1,333) ages 14 and above. They had all been working in the WFCL, and many of them were trafficking victims. The rest of these children primarily came from the sectors of domestics, portering, carpet factories, and mining; with an increasing number coming from the brick factories due to five SEEP classes in a brick factory district. The largest ethnic/caste groups represented are the Dalits and Janajatis.

SEEP started as a pilot for girls classified as CAR, but has proved viable for both girls and boys at risk, and for children in the WFCL. With each SEEP class, there has been an increase in the number of boys attending.

The SEEP class is taught by a trained facilitator. The strengths and norms of the SEEP class include the following:

- Classes have flexible scheduling, lasting from 6 to 12 months.
- In urban areas, the learning phase is typically completed in six months, followed by six months of NGO mentoring through the business discovery phase.
- In rural areas, students typically meet three times a week, and complete the learning phase in 6 to 12 months.

Curricula: The economic education phase of the curriculum covers the first six months of the course and focuses on such topics as group formation (how to mobilize), saving, loan mobilization, basic and business math, self-assessment, feasibility studies, and marketing.

The second part of the economic education phase consists of banking (familiarization with the concept of banking, i.e., how to open an account, deposits and withdrawals), bookkeeping, calculators (how to use them), business analysis, planning, and linkage (how to create market linkages).

During the next segment (usually six months), the participants are led through a discovery learning process. This is taught through development of the real, day-to-day business skills they will need in order to keep their operations functioning and profitable, including feasibility studies and market surveys. During BFI, due to time and capital constraints, nearly all SEEP participants launched joint or group income-generating projects by using the same model as during the “practice session” of the course. BFII has seen a large shift, with 50 percent of the participants starting their own business ventures. There is more risk with this approach, yet beneficiaries also realize that there is more to be gained.

- Agro-based ventures, including vegetable farming, goat, chicken, and pig-raising, and rice and vegetable selling, have tended to be the most popular; especially for youth from rural areas, since they typically have some experience and are more confident at pursuing business in these fields.
- In urban areas, where there is a lack of land, the participants have launched other practical businesses such as butcher shops, incense manufacturing, *tika* (decorative emblem worn on forehead) making, and retail stores, among others.

The BFI final evaluation indicated some concern regarding limited guidance on selecting an income-generating idea, and noted that there was little expectation on the participants completing the course to actually start a profit-making activity. To improve these outcomes, WEI increased the length of the course from 9 to 12 months, increasing the scope of guidance; though negatively affecting retention and completion rates.

During several interviews, the participants were asked how they got their ideas; whether for the group or individual business plans that were part of the class, or for the individual businesses they planned on pursuing after completing the class. In the majority of cases, participants

indicated they looked around to see what others were doing, investigated that business, and then made a decision.

While the class contained components for a feasibility study, market survey, and market linkages, the curricula does not yet contain components on the supply/value chain or points of entry, important for a micro-enterprise.

Loan Mobilization: A strong component of the class is *loan mobilization*. For many of the participants interviewed, the money gained from the in-class business and the starting of a small loan fund was the first time in their lives that they had access to any accumulation of money. It was very empowering, especially in cases where the NGO facilitated opening a bank account and they were able to deposit money into the loan fund until the money was utilized. Even without the bank account, access to even a small amount of accumulated money was previously beyond the experience of most.

On the other hand, some of the very poorest participants interviewed had difficulty contributing even US\$0.15 a month. When this situation occurs for the majority of the group, alternatives or other options need to be explored if they are to be able to develop some form of self-employment.

If the participants did well and were able to generate a profit from their “practice business,” they could then channel the earnings into continuing the business. In total, over 362, 282 rupees (around US\$5,175) was raised and saved by the different participants and their groups, and 510,773 rupees (around US\$7,300) has been re-invested into their businesses. The amount invested represents additional funds generated from the practice business phase, which participants are allowed to redirect into their own or others’ “real business” efforts. Attendance in the course and attention to their own businesses continued afterwards, bolstered by the fact that *participants are able to contribute their own funds*. This makes them more engaged, and more accountable where group businesses are concerned, since they want to see a return on their investment.

In the Jhapa District, the partner NGOs have more experience with micro-financing and have, thus, been able to persuade participants there to save more money per month in their saving and credit groups, and increase the amount that they save as they continue along.

Interview with two groups of Children from Carpet Factories in Bhaktapur

The children had begun working at the carpet factory more than 2 years earlier. Most were girls from the Sarlahi District. Those working in the carpet factory in Kathmandu were making about US\$24 per month.

One of the SEEP groups had just started a new class in July 2007, with some participants sitting in who had completed a previous SEEP class. The previous class had 21 participants; 10 had gone back to their village (mostly for marriage), 11 were still in Kathmandu. From that class, participants received income savings, life skills, and household life skills. The first business of knitting hats failed, so they started making incense and a paper-crafts, which seemed to be doing better.

When asked how they got their idea, they said it was just by looking around and that there was no real direction in “how to determine the idea.”

During the July SEEP class, they work all day at the carpet factory, with some breaks during the day. That’s when they participate in class or in the business activity. They know they need an alternative to the carpet factory job because, typically by age 22, that job ends and they will need something else.

Savings mobilized: By saving US\$0.30 a week for over 2.5 years, they saved US\$635. No one in the group had ever had any savings before. They now have a bank account, which the NGO helped set up.

A few boys working at the carpet factory, but not part of SEEP, joined the interview. They wanted to be there because they had asked about joining a SEEP. When asked why, they indicated that they saw others learning how to save money and other skills...and they wanted to learn also.

Most of the children working in the carpet factory are from the same village. Due to the number of children returning back to their home village, three carpet factories have opened there because of the “skilled labor” available.

Interviewing Portering Children in Patichour

All children were girls, age 14, portering full-time. Through the SEEP class, they started individual businesses at their homes, all raising chickens. Parents were also raising chickens at home, and one or more of the mothers was involved in a revolving loan fund.

Each participant bought their own chicken and participated in the loan mobilization scheme. They started raising chickens at their teacher’s suggestion that chickens were easy to care for and it was a quick profit.

The children were doing two portering trips a day to/from their villages. They are now making enough money from the chicken-raising to make just one trip a day, and they expect to make enough money from the chickens to eventually stop portering.

Retention and Completion: The attrition rate has been under 15 percent, with the exception of a few classes in Chitwan and Bhaktapur districts (which registered 21% and 40% drop out rates, respectively). Those classes had a high percentage of older teenage girls. The same impediments continue to crop up: early marriage, migration, financial problems at home, and/or lack of family support. In Bhaktapur, a variety of forces contributed to the highest dropout rate, including a change in the location of a worksite which employed a number of the participants, shifting of residence, youth returning home, and a carpet factory owner not allowing students to participate in the class. Another class was closed in Bhaktapur when a carpet factory shifted location and the majority of class participants had to move with it to continue working.

There were 553 non-completers reported from classes during August and September of 2006. The major reasons were as follows:

- Returned home (40%)
- Migrated away from the area (12%)
- Not interested or problems with the employer (10%)
- Class closure (7%)
- Work venue changed (5%)

The class in Jhapa was closed when Maoists sent a message to the class that the youth were required to join their cadre, i.e., forced recruiting. As a result, the participants quickly scattered, with some crossing the nearby border with India to escape. The highest percentage of non-completers is comprised of children who returned home.

With regard to SEEP, program timing is critical and an issue that needs monitoring. Shorter courses achieve better completion rates, though longer courses increase the amount of guidance available to students.

As with other programs, participants can be tracked while in the BFII program. Afterwards, it is difficult to follow-up regarding the businesses they start or continue over time.

5.5.8 Vocational Education

Center-based vocational skills training comprises 0.6 percent (180 total) of the BFII participants. The target group is older children, ages 14 and above, in the WFCL. Of the 180 total children, 157 were in the target group; 72 females and 85 males. Most participants are from domestic service, brick kiln work, and the mining sectors.

The largest numbers of participants are Dalit and Janajati, with Muslims, Tharu, and Tarai caste groups, and an increasing number of Newars, more typically found in the Katmandu Valley area.

Skills training is being offered in the following trades: radio/watch repair, cooking, waitering, screen printing, *dhaka* cloth weaving, driving, art production, motorcycle repair, paper-craft production, tailoring, haircutting, automotive repair, carpentry, embroidery, welding, electrical wiring, bicycle repair, painting, incense manufacturing, and candle-making.

A new implementing NGO, Samaya, identified 15 participants from Kathmandu Valley who are “transient” laborers in the brick-making industry. The participants are presently involved in a candle-making class. After finishing the training, Samaya has committed to helping them with start-up costs and marketing their product. Considering the current situation in Nepal where there are electricity blackouts for 7 hours per day, the choice of candle-making is a timely one. As one participant remarked to the trainer, “we can sell

candles in Kathmandu during electrical blackouts and also when we return to our village” (where there is no electricity).

Typically, these vocational education courses last three months. Of the youth that both started and completed training during 2007, the following have already accessed employment in the sector for which they received training:

- The carpentry trainee from Banke is now earning 1,500 rupees/mo (US\$23)
- All 10 trainees from Nawalparasi have started manufacturing candles
- All 21 boys from Dhading that participated in the electrical training course are working
- All of the boys that previously worked as porters, earning between 50–75 rupees per day, now earn between 500–1,000 per day (US\$7.70 vs. US\$15.38).

5.5.9 Apprenticeships

Apprenticeships make up 0.14 percent of the BFII participants (41 participants). The target group is age 14 and above and from the WFCL. In this group, there were 31 participants; 8 females and 23 males, all from the WFCL. Most participants are Dalit, Tharu, and Janajati.

This is a newer program within BFII. The first 15 participants all came from Nawalparasi; 5 girls and 10 boys. Of these, 3 were working in brick making, and 12 were domestics. They completed one of the following three-month apprenticeships: tailoring, beauty parlor, automotive repair, electrical wiring, bicycle repair, motorcycle repair, and driving. All 15 became employed with the employer who provided the training. The two girls who received basic training in tailoring are now pursuing more advanced training with the same employer in exchange for work.

The other 12 apprentices are currently earning an income which varies slightly, depending on the trade. For example, the mechanics are earning around US\$25/month, while the others are earning approximately US\$21/month. For young people starting out in the non-exploitive workforce, such a salary represents a decent income and is much more than most made under WFCLs (with the exception of those in the sex trade). While the cycle repair apprentices are both working for the same person who provided them with training, they have expressed interest in returning to their own villages and setting up a repair business of their own.

Apprenticeships are proving to be the most successful route towards securing employment. Medium-sized businesses are the best suited for an apprenticeship, but finding them is difficult; especially, locating those willing to take on an apprentice.

In one TPR, it was mentioned that as the economy improves, the BFII staff would like to develop relationships with large businesses to include apprenticeships; particularly in Terai. This is something not currently being implemented though hoped for the future.

WEI would like to develop links with the business community—a sort of “twinning” project—under which key, large-scale businesses would provide apprenticeship opportunities and support for schools, especially urban schools. Support could take many forms, including academic coaching, financial and/or in-kind contributions, and links to other technical and financial resources, etc. This pairing up of business and education could provide necessary funds and promote much needed attention to and involvement in community education matters. In addition, PTAs can leverage such funding and parlay their new connections into more sustainable development activities, such as through income-generating projects that contribute to long-term school improvements.

5.5.10 Agro-Forestry

Agro-forestry is a new pilot program which targets older children in the WFCL. There are 47 total participants, representing 0.16 percent of BFII participants. In the 14 and above age group, there are 23 participants; 15 girls and 8 boys. In the 10 to 14 age group, there are 24 participants; 7 girls and 17 boys. There are also 21 disadvantaged adults participating in this program. These adults are not counted toward the project’s targets for withdrawal and prevention. The highest percentage of WFCLs come from portering (38%), which is heavily represented in the Daulagiri cluster, and transport (21%), which has a large concentration in the Pokhara, Kaski District. The greatest percentage of WFCL participants (64%) are Dalit.

Agro-forestry is an income-generating approach, introduced in the Daulagiri cluster of 2007. In conjunction with district-level partner NGOs, BFII staff have arranged for access to community lease-hold land (in Kaski) and forest land (in Baglung). We have also arranged for technical training to be provided by the District Forest Office and the District Agriculture Development Office staff, non-government technicians with knowledge about medicinal plants. WFCL children in the adjacent areas were selected to participate in cultivating commercially viable crops, including vegetables and non-timber forest products (NTFPs).

Partner NGOs organize agro-forestry trainings on an ongoing basis. Through this, participants learn about fundamental agricultural techniques such as seed germination, seed bed preparation, and greenhouse farming, as well as how to recognize medicinal and herbal plants.

The agro-forestry participants in Kaski are also taking part in savings and credit groups. PCCI, a partner NGO in Pokhara, has facilitated the opening of a savings account with Himchuli Finance, and has provided an initial deposit of around US\$16 as a starter or “seed” fund. (This is the NGO’s initiative. No program funds were used.) On average, the participants are raising US\$0.15 per month, per person; which can be applied to either group or individual business initiatives.

Agro-forestry provides an enormous opportunity for both WFCL and disadvantaged adults in the community. It benefits those who are typically landless as well as those who own or have access to marginal land-holdings, allowing them to capitalize on their agriculture background while increasing their technical expertise.

This is a long-term effort, based on securing land through a 5-year lease. In so doing, participants can experiment with which crops and NTFPs work best; i.e., which crops garner the highest price in the marketplace, which are the most durable, and which require the least maintenance.

Table 13: Indirect Services (12/07)

Policy Initiatives and Quality Education (QERP)	<ul style="list-style-type: none"> • Review and reprint of 1st grade materials and modules • Grades 2–5 modules piloted and developed • 4 new modules developed and piloted • QERP tool box distributed in all 225 (PTA trained) schools • PTA networking completed in 25 districts • Trainers introducing four new modules, completed in 28 districts
Parent Teacher Association (PTA)	<ul style="list-style-type: none"> • 225 Trained • 180 Funds Mobilized • 15 Networking Activities
Family Support	1,030 (families)

5.5.11 Policy Initiatives and Quality Education Resource Package (QERP)

Working at the policy level on quality education is part of a more comprehensive strategy to improving the education system and public schools. An improved system would support CAR and children in the WFCL or withdrawn from the WFCL.

There are 28,000 schools and 7 million children in Nepal, struggling through a critical political situation. The work of WEI and programs like Brighter Futures are key at this point in time. Through this, there is work being done within the public educational system, whether formal or nonformal, that addresses the issues of CAR and the WFCL.

The Government of Nepal (GON) remains absorbed primarily with *peace* issues and their own internal politics. To a large extent, the GON is dependent on UNICEF and WEI to implement the data collection system and more.

Educational agencies and schools are effectively not receiving money from the government. For example, in an interview with the Office of Non-formal Education, the director indicated that their budget has remained the same for several years. Given that the rate of inflation has gone up to 20 percent, their already small budget has actually been reduced each year.

In spite of this, by Midterm WEI noted the following accomplishments for policy initiatives and quality education:

- Grade 1 material was reviewed and reprinted, as were management materials and library modules.
- Grades 2–5 modules were developed and piloted to include math, science, Nepali, and social studies, with English underway.

- Four new modules in mainstream religious schools were developed and piloted.
- The QERP tool box was distributed in all 225 (PTA trained) schools.
- There was PTA networking in all districts, except Kathmandu valley, with 25 districts completed.
- Trainers in 28 districts completed training to introduce four new modules.

WEI accomplishments far exceed the list noted above (or detailed below). *Welcome to School* (WTS) has been another major accomplishment at both the policy-level and at the applied-level for using the QERP.

Welcome to School: The QERP contains the *Welcome to School* module, which was sent to more than 19,000 public schools. The module, preceded by community mapping and carried out by PTA members, focuses on inclusion of disadvantaged groups including girls, Dalits, and other ethnic minorities. WTS is now a nationwide campaign in all 75 districts (as opposed to three years ago when it was only in select districts).

Data from the past six years of campaigns, which coincide with the beginning of the BFI, shows that nearly 1.5 million children have been enrolled in school as a result of WEI's efforts with UNICEF and the Department of Education (DOE). While WTS has focused on enrollment, efforts are now moving towards retention. BFII will work with the government to determine and track which schools have poor retention and how this situation can be corrected with QERP.

WEI has been collaborating with an informal coalition of international nongovernment organizations (INGOs) to determine ways in which the private sector can work in a more coordinated manner that supports government efforts to make schools more child-friendly and improve the quality of education. In addition, WEI is collecting information on what the different INGOs are doing within the field of Quality Education. Once this is completed, WEI will support a policy forum to contribute to the government's efforts to establish minimum standards.

The Project Director of WEI sits on two separate national committees that both deal with planning issues pertaining to primary and nonformal education. The first is the Core Country Assessment Working Group, a committee initiated by the UN; the second is with the Ministry of Education's NFE Centre, the Task Force Committee on Preparing the 10-Year National Literacy Plan in the Context of the Millennium Development Goals (MDG) and Education for All (EFA). Both committees have developed planning documents which address child labor specifically.

For BFII, the database has been simplified, including the information generated by the baseline survey forms, in order to make it more practical and user-friendly. In the long-term, the current approach being used for managing the database should make it easy for the government to accept and use the data, which is shared by WEI, in their planning efforts.

Teacher Training: A major achievement in terms of mainstreaming QERP use has been the progress made in working with the National Centre for Educational Development (NCED), which is responsible for teacher training nationwide. The NCED has played an increasingly

active role in the development and revision of QERP, and now uses the materials in its In-Service Teacher Training Program. Initially, WEI staff provided the orientation on QERP for the NCED's master trainers. Due to the government's mainstreaming of QERP use and materials, BFII curricula and messages about child labor and quality in education will be carried forward through an ever larger numbers of schools over a much longer period of time.

In partnership with the government and UNICEF, the Quality Education work being undertaken has been focused on the WTS program. Now, they are responding to increased enrollment and retention with technical support and additional resources.

MIS Database: A special effort is being made to assist district levels with improving data management, so that they may be able to enter and use this data for planning purposes within the Education Offices of their 26 districts. Additionally, a unique *100 percent student tracking system* is being developed by WEI, in partnership with UNICEF and the DOE.

The goal was to create a data management system that tracks 100 percent of students in all schools from year to year. This will help identify which students are failing, repeating grades, or dropping out. Data will take into account age, ethnicity/gender, caste, distance to school, and work status. This is an invaluable tool for determining which children are not continuing and why, while the systematic approach helps make working children more visible. The data collection process has already found a surprising number of Madrassas, around 200, operating in the Sunsari District. The government had been unaware of these schools, meaning that more children are in school than previously thought.

5.5.12 Parent-Teacher Associations (PTAs)

By Midterm evaluation, 225 PTAs had received training, funds for 180 PTAs have been mobilized, and PTA networking activities are occurring in 15 districts.

PTAs are a long-term sustainability strategy designed to engage parents and communities in school management, with an increased community commitment to keeping children in school and out of the workforce. Through the Quality Education initiative, WEI and partner NGOs have been advocating for and providing technical support to communities to develop their own PTAs; fostering their ability to take responsibility for the academic progress of their children and improve their schools.

During BFII, the entire approach to mobilizing the parental community through PTAs was modified and refined. WEI mobilized community parents by class, with grade-specific issues and modules. For example, parents of Grade One students met with school staff for orientations that enabled parents to support their children's efforts to stay in school and achieve quality results. A separate activity with school staff, the School Management Committee (SMC), and PTA executive members has been organized to introduce the quality education package so that it can be used more effectively.

Target communities have been those with a prevalence of children and siblings in WFCL and/or CAR. Other criteria for selection include primary schools and schools in urban areas.

During 2006, 156 PTAs received initial orientations; this involved 8,391 individuals including parents, teachers, and SMC members.¹⁹ Of these schools, 22 have already submitted proposals to the NGO partners with sustainable strategies for quality improvements, and have raised funds to access the grants that match funds of 15,000 rupees (approximately US\$215) each. All 156 PTAs received 2 days of initial training on PTA development, with a focus on Grade One parent orientation, different from Grades 2–5 orientation, including the following content:

Roles and responsibilities of parents, teachers, SMC/PTA executive committees, and NGOs that are helping to develop the PTAs; formation of an active PTA (this is an important distinction since according to Nepali law, under the Education Act, seventh amendment, it is compulsory for public schools to form PTAs and hold an election every alternate year. In reality many PTAs exist on paper only); development of yearly action plans; a code of conduct for all stakeholders; HIV/AIDS awareness raising; how to raise funds for quality improvements; linking children's rights to child labor, and the responsibility of PTAs to identify and get working children enrolled in school.

PTAs in Madrassas: There were 10 new PTAs formed from *Madrassa* schools in the Banke District. All 10 are presently being assisted for mainstreaming.

PTA Networking: In January 2007, a BFII Program Officer began holding meetings with District Education Office officials. The intent of these meetings was to set the stage for PTA networking between schools supported by UNICEF and those supported by BFII within 44 districts. Such networking activities occurred in 15 districts.

At the district level, UNICEF staff, District Education Office staff, and NGO partners have identified the schools with the most active PTAs and the strongest leadership. The project then supported representatives from these PTAs as well as interested SMC and NGO representatives, Head Teachers, School Supervisors, and Resource Teachers, so they could attend a networking meeting. These two-day PTA networking meetings set out to provide a forum in which to—

- Share experiences and success stories of PTA best practices
- Discuss the practical roles that enhance the Quality of Education in schools
- Establish a network among the PTAs to share and promote their roles in supporting educational activities.

Some of the common topics discussed in these networking meetings were—

- **School Libraries:** How to improve management and make greater use of resources.
- **PTA Formation:** How to depoliticize it and reduce political interference.

¹⁹ The roles of School Management Committees (SMCs) and PTAs are often blurred. The SMC is a management body that looks after day to day administration of a school, while the role of the PTA is to mobilize the parent community and teacher body to support the school and participate in democratic elections to the SMC.

- **Working System of PTAs:** How to keep them active and ongoing, other than just at election time.
- **PTA Fund-Raising to Support Schools:** How to make fundraising effective and how to get it started in schools that have never had it before.
- **Use of QERP Modules:** Where NGOs are actively supporting schools, they have been able to make greater use of the modules. The challenge now is to increase the use of these modules in places where there is only government support.
- **School Improvement Plans (SIP):** How to involve more stakeholders in developing a realistic plan.
- **Adding Grade Levels in PTA Schools:** How to mobilize PTAs to expand access by adding higher grades within their schools.
- **Welcome to School:** In the hills, the program's focus is on how to get the few remaining hard to reach children into school. In Terai, the focus is on coping with the continuing high levels of new enrollment. PTA members feel that they can be more active in providing scholarships, uniforms, stationery, and exemption of fees.
- **Monitoring Education:** How to more actively monitor progress and support schools and teachers.
- **Improving Quality through Supporting Student Field Trips:** How to move beyond support for *sports day* and *parent's day*, to garner support for educational field trips.
- **Educational Materials and Sharing Between Teachers:** How to assist in developing learning materials and getting Key Teacher systems operating.

PTA Interview: Scholarship, Agro-Forestry, and Tutoring; Gijyang Village, Parvat

This school is in a "hill" village some distance from Pokhara. The school receives BFII scholarships, which the children need due to their parent's financial situation. They are supposed to receive government scholarships, but they don't. WEI's experience is that once children start receiving BFII scholarships and are enrolled in school, it increases the chances of getting a government scholarship. BFII also supports children who are having a hard time keeping up with their class with tutoring, so that they stay in school. There is an extra teacher for the tutoring.

PTA training occurred one year prior. The school being visited now has a very active PTA, active SMC, and active mother's group. Things most valued from the training was how to form an effective PTA, and raising awareness on quality education, even for parents with limited financial means. The head master had been at the school for 30 years. Before the training, it had dirt floors, no paint, poor repair, struggling to keep children in school, could not get parents to participate or come to programs, etc. Because of the response of the parents, the PTAs, the SMC, the teachers, headmaster, and the community in general, the school visited now has concrete

floors, the school and classrooms are in good repair and painted, classrooms are supplied and have blackboards, and there are lots of children. The PTAs and SMC members came out to meet us, and several members of the mother's group participated, along with some students.

The school gets its operating money through the district-level government. However, in another interview with UNICEF, it was indicated that the system is changing; the school may begin to receive their operating money directly from the central government, and that money will be deposited into a bank account. Under those circumstances, the school will be able to manage their own operating funds.

Currently, when the PTA raises money, then the PTA, teachers, and SMC decide how to spend that money. The PTA raised around US\$665, which was used for the school. BFII matched that contribution by providing goods up to the dollar equivalent to the amount raised. To continue raising money for the school, they bought a US\$24 telephone and service plan, which has already paid for itself. It is the only telephone in the village and villagers pay to use the service. In addition to raising money for the school, it provides a needed service for the village.

Agro-Forestry land was available adjacent to the school, on which an agro-forestry program has begun for 19 portering children, ages 13 to 16, boys and girls, all out-of-school. On the "public" land, they are growing citrus and herbs. They sell seedlings now and eventually will sell the citrus. The participants get half of that money towards the loan fund, and the school gets the other half. The participants are also learning to grow vegetables at home, for consumption and income. Additional training is provided on growing high-value crops, marketing, fertilizers, etc.

They are already earning enough money to reduce the number of portering trips, and typically do only one trip a day from their village. Eventually, they expect to make enough to stop portering altogether. Some of the mothers had been involved in an RLF scheme, so the children were familiar with the concept of the loan fund.

For the first year of the agro-forestry program, assistance will come from WEI. The following year, NESDO, the partner NGO, will pick up assistance. NESDO made arrangements for the land initially, which has been secured for the next 10 years.

Other PTA/Schools Visits: There were other school visits with PTAs that received BFII training. The "before and after" experiences were similar, in varying degrees, to the account above.

5.5.13 Family Support

The Family Support aspect of the project is new for BFII. Of the 2,000 families targeted, by the Midterm evaluation of this project 1,030 families have been assisted.

The Family Support intervention is a more holistic approach to the problem of CAR and WFCLs. It works with the families of child laborers to enable them to improve their long-term livelihoods, and teaches them to address the discrimination and exclusion issues that often force families to send children into exploitive labor. There is no direct financial support given to the families. The families may receive an animal as a one-time event, which they raise for offspring, breeding, or slaughter. The proceeds from that activity can go into purchasing additional animals,

into a revolving loan fund, or other support. The intent is to increase family incomes, thereby helping children withdrawn from the WFCL to remain withdrawn, stay in school, keep their siblings out of exploitive labor, and help contribute to the recovery cost associated with them leaving the workforce or working reduced hours (Project Document, p. 53).

Guidelines for family support were developed in 2007, including baseline and asset tracking forms. The following sectors are targeted and support for them is in the pipeline: the portering community in the Parbat and Baglung districts of Dhaulagiri; cluster mining in the Dhading district; and the transportation sector of the Chitwan district.

Interview of Family Support Group; Khanikhola, Dhading

Two groups comprising several families receiving support attended the interview. The interview just happened to be at the primary school while school was in session. Both of the groups started loan funds and are building some capital. They intend to use the money from the fund for emergencies, education, possibly some goat raising, vegetable growing, and more. The families' livelihoods are based on rock breaking and small farming/vegetable growing, so generally do not have disposable income. The loan fund will be their source of "savings."

Since the meeting took place at the school, the interview moved to a discussion about the school and some of the teachers. Due to the number of children attending the school, they had added an addition to the building, funded by the Japan International Cooperation Agency (JICA). With this new room, the head master said they now had room for 75 for students. The school was in fairly good repair, supplied, etc., though they did not have a "functioning" PTA. The women in the family support group said that "their husbands attended something at the school, but they had no idea what it was."

Besides being a potentially appropriate place for PTA training, they have "room to grow." With the typical increased enrollment after PTA training, the school also has adjacent land and a water source that might be appropriate for an agro-forestry program.

This village may very well benefit from a BFII assistance "package" to complement or round-out assistance already being provided.

5.5.14 Key Findings That Cut Across Direct and Indirect Interventions (SEEP, PTA, Family Support)

Loan mobilization, savings components, or revolving loan funds are essential to any program/activity component. It did not matter that the class or indirect intervention only facilitated the activity instead of providing funds, which were generated from the participants themselves. In fact, the "money" activity was likely to be more effective if the participants had to make contributions. Also, the children (boys and girls) whose mothers were involved with revolving loan funds seemed to be readily receptive to the idea. In one case, a participant preferred to join a group with her peers instead of in her mother's group.

In addition, several children commented that in classes where they “improved math skills,” they learned how to “better negotiate” their terms for work and learned how not to be cheated by an employer or in the market, among other empowering benefits.

5.5.15 CAAFAG and OFAC License

CAAFAG is a newly-funded project activity that was not anticipated at the beginning of BFII. This new component will be absorbed into the current BFII program, using existing staff and applying the new allotted resources of US\$345,000. Since BFII is well beyond Midterm targets, work has wound down in some districts. This will therefore allow staff to be more available to work on the CAAFAG activities.

The Program Director, the Child Labor and Education Specialist, and the Monitoring and Evaluation Specialist have all attended numerous meetings relating to UNICEF’s work with CAAFAG. In July 2007, after receiving an OFAC license through USDOL, WEI formally joined the CAAFAG working group. Since then, both staff have been actively involved in coordinating efforts with UNICEF and other organizations in the working group to prepare for the release of children currently residing in seven Maoist cantonments; and are working with children that have already left the cantonments, as well as other vulnerable children from their native communities. WEI is currently providing technical assistance to local NGOs to prepare for community reintegration activities, and UNICEF has requested that WEI also directly implement reintegration activities in eight districts to complement the recent funding that USDOL has allotted.

WEI has taken a number of steps to ensure that it is in full compliance with the terms of the OFAC license for the BFII program secured by USDOL. These steps include the following:

- All NGOs and other partners that receive project funds are to sign an official declaration annually that no project funds will ever be used to support any terrorist organization.
- NGOs have been informed that the CPN-Maoist (Communist Part of Nepal- Maoist) is on the U.S. Government’s terrorist watch list.
- All NGOs are required to submit their official audit accounts (inclusive of the funds provided by WEI) so as to determine that none are receiving financial support from the CPN-Maoists or other organizations of concern.
- Regular spot check audits and close monitoring of accounts takes place.
- Regular monitoring of programs takes place to ensure that neither CPN-Maoist or other political groups take advantage or take credit for programs.
- Child participants from the CAAFAG sector must have given up playing a role in the armed groups before they are eligible for program support, as per the approved project proposal, mentioned in the OFAC License.

For specific requirements, see also License No. SDGT-787; Section I, Authorization: paragraph (a); and Section III, Recordkeeping and Reporting Requirements: Paragraph (a).

5.5.15 Monitoring

The project collects attendance data, as well as examination and completion data from all beneficiaries to determine education status. For working status, the NGOs collect information from the children, families, employers, and other community members and CBOs. Data is entered into the NGO district-level database, and is then transferred to the national-level database. If work status changes, e.g., due to total withdrawal, it is recorded at the time a child leaves the work and educational program. For those retained, the work status is updated every six months.

In the field, partners are collecting benchmark information by using baseline monitoring formats, which has been developed to include additional reporting fields, so that current status and progress can be compared at all levels. At WEI, the format of the MIS is developed using SPSS software, which makes it accessible for both ends.

As the Evaluator saw on NFE visits, the attendance of children is marked daily. The local supervisor visits each class or individuals (based on the nature of the program) at least twice a month. The NFE facilitators shared that they have rather good attendance rates. On the back of the register, information regarding visits and feedback from the NGO supervisor, NGO coordinators, government, and other visitors to the classes are all noted. In cases where attendance is poor, WEI requires the NGOs to close or merge classes. Program Officers and Field Managers monitor as many classes as possible on a regular basis, checking the attendance against the register; where there are problems with attendance, they meet with the Class Management Committee to either improve attendance or close classes. This is rarely a problem for kids are often desperate to attend school, if they can attend at all. In both schools and vocational programs, the teachers/facilitators keep attendance records.

Implementing partners regularly send status reports of the individual children to WEI. During the TPR period, WEI in turn reports to DOL regarding the monitoring data specifically pertaining to children's working status at the time of enrollment into the program, the status of the participating child during the middle of the program, and again at the end of the program to USDOL. When collecting data on each individual child in the program, implementing partners report to WEI on educational as well as labor status (based on the Child Labor Spectrum); comparing against the baseline information of the same child. Then WEI decides which predefined criteria to assign; such as withdrawn, prevented, completer, non-completer, etc. This information is then presented to the USDOL. For all these steps, WEI has developed an electronic database which they update to provide timely progress reporting to partners electronically, via e-mail or other means.

One of the main issues to arise with regard to monitoring is at what point WEI should list children as "withdrawn." For example, the trafficking victims that the evaluator met were undergoing training as service staff for five-star hotels, but continued to work reduced hours in sexually exploitive work while training for the new job they hope to get. They are still listed in the database as "enrolled but not withdrawn," whereas other girls from that same cohort that

have left sexually exploitive work completely are listed as “withdrawn.” For sectors like domestics, when children attend classes each day and meet the other criteria that fall in one of the top categories on the child labor spectrum (please see below), they are listed as “withdrawn.” With the portering children that the evaluator met, they are attending school and have moved down the spectrum, working less hours on a more part-time basis; they too are categorized as withdrawn.

The following are the general steps WEI has taken in reporting to USDOL regarding children withdrawn and prevented from exploitive labor, based on the predefined criteria:

- Children in entertainment and recycling are not reported withdrawn until the child has been completely removed from the job and does not reenter into similar exploitive labor.
- Children in other sectors are monitored according to “specific labor conditions” groups, as determined by the Child Labor Spectrum.
- Should a child move from worst conditions to tolerable conditions, they are counted as withdrawn or prevented.
- At other times, when a child has moved from tolerable to worst conditions, they have been reported as not withdrawn.

Another monitoring limitation experienced by WEI is that there are not sufficient resources to monitor children *after* the program, or after they have been reported, when they fall into *other* educational interventions. Sometimes, this occurs due to the child returning back to their home districts, where BFII does not have connections.

When the majority of children leave child labor completely within 1 to 2 years of enrollment, an accurate determination of withdrawal is not difficult, even with large numbers. In this case, the greater problem rests in ensuring their reintegration and preventing others from replacing them. WEI feels that everyone understands the definitions and issues, but often lacks the resources to do more where and when it is needed.

Child Labor Spectrum: WEI developed the Child Labor Spectrum (CLS) using input from the MOLTM-supported Occupational Safety and Health Project. The spectrum details the movement of children engaged in WFCL from unacceptable to acceptable working conditions. *Movement along the spectrum depends upon such factors as age, hours of work, workplace conditions, remuneration, etc., and varies according to the specific sector.* The spectrum has been incorporated into the program as the main guideline under which children can be documented as being withdrawn from the WFCL.²⁰

²⁰ A meeting between WEI senior staff and the Inter-Ministerial High Level Committee for Child Labor Elimination Program was scheduled to review the child labor spectrum. This meeting was re-scheduled by ministerial staff a number of times due to the changing and conflicting schedules of high level government officials, including ministers, involved in the committee as well as because of the rapidly shifting political situation and what is regarded as more pressing national priorities.

The BFII team held district-level stakeholder meetings in 21 districts to explain the spectrum and its use to partners and other stakeholders, including to District Child Welfare Boards, District Education Offices, District Development Committees, District Labor Offices (under MOLTM), Women's Development Offices, and the media. NGO staff from the remaining five program districts were present in the central-level stakeholder's meeting; all partners have since adopted the spectrum and are using it to document the working status of individual children.

The BFII NGO partners must use the CLS in identifying child participants, in gathering information for the initial intake, and for follow-up at six months and one year. At two of the stakeholder's meetings, held during the Midterm evaluation, some participants indicated that they found the CLS somewhat complicated and difficult to use. On the other hand, some indicated it provided a guideline for definitions and terms. The participants did not offer suggestions or comments on how to improve the CLS.

The NGO staff who work with these children on a daily basis update the Spectrum every six months. WEI staff monitors how children's work statuses are being recorded, and pay regular visits to cross-check the information being submitted. The very nature of child labor in Nepal means that children are constantly entering, leaving, and being replaced. In areas like portering, WEI can see the child and ask the children themselves, or they can ask their families, teachers, and mothers group members, among others, as to what is happening and whether they are working. In sectors like the carpet factories, massage parlors, and brick factories, WEI monitors the work sites and sees whether the enrolled children are still working or not and to what extent. Since so many work sites are covered, WEI is usually able to tell if they have moved from one site to another. WEI can also immediately tell who replaced them.

The work status of domestics is hardest to track, as has often been shared by NGO staff. Reasonably supportive employers allow NGOs and WEI to have access to the children, enabling WEI to determine what is happening to the child prior to their complete removal. Other employers are not so honest or open. WEI believes that the NGOs are consistently making use of the Spectrum for these six-month assessments, and then entering the information themselves into the computerized database. For security and quality, WEI monitors and spot checks the quality of data.

From what the evaluator gathered, collaborating partners like those in government, who are often changing constantly, are not using the database on a daily basis; they may understand its purpose and range, but they are not fully conversant with the details for all sectors. When the GON central-level staff were interviewed, they mentioned being aware of the child labor spectrum, but not using it. This response was similar when the question was asked at one of the Midterm evaluation district-level meetings. The implementing partners find it very complex and challenging at times. There are so many children in such a range of circumstances and constantly changing, that it is hard for them to keep track. However, they seem to clearly understand "worst conditions" and the spectrum from worst forms to children at risk. Children working a few hours during school holidays are no longer lumped in with a bonded child in full-time extreme exploitation.

The continuous advocacy for the Child Labor Spectrum is ongoing at both central and local levels. However, the Government of Nepal's priority has focused on political stability, which has overshadowed these kinds of initiatives.

5.6 PARTNERSHIP AND COORDINATION ISSUES

The NGOs report having gained capacity-building experience from participating with BFII, including benefiting from the multiple training opportunities and increasing their organizational and implementation capacity. The following are some examples of these benefits.

- **MIS/M&E:** By using the Child Labor Spectrum and the data intake for this computerized program, many have gained experience in data collection and entry that they previously did not have. One NGO interviewed indicated that they have been able to bid on other proposals that require similar MIS data collection and reporting. They would not have been able to do this without the BFP experience and the training they received from WEI.

One constraint often noted with the MIS/M&E system is that it is in English. Some of the smaller NGOs do not have staff with sufficient English skills to easily manipulate the data, even with training from WEI.

- **NGO Training Opportunities:** The *Welcome to School* program was also one of capacity-building for partner NGOs and communities. Through the PTA development and training, initiated for BFII during this reporting period, more than 40 NGO staff were able to receive technical training. This enabled them to train others, all of whom could now provide orientations to local communities. Besides conducting the initial orientations, partner NGO staff have also become resources for the people, often acting as mentors in the PTA development process.
- **NGO Development:** On December 12, 2006, WEI jointly organized a workshop with PRIA, the Indian NGO, to discuss and promote issues regarding democratic and good governance practices in the region. The BF Project Director, a BF Program Officer, and a number of BF partner NGO staff and civil society leaders, including the head of the NGO Federation and the head of the Association of International NGOs, participated in the workshop. Good governance in the Nepali context is of major importance to NGO capacity development, especially as NGOs become an empowering tool for civil society to call attention to and advocate on the behalf of child laborers.

Issues: At one of the stakeholder meetings during the Midterm evaluation, it was commented that one aspect they would like to see changed is the amount of time that lapses between submitting a proposal and actually obtaining funding. In speaking with BFII staff, it remains unclear whether this timeframe could in fact be reduced.

Based on one visit to a GATE class in Handikhola, an issue arose on the appropriateness of placing the GATE class at a school that could not absorb any of the “completers;” nor was there another school nearby for them to attend.

On the other hand, another consideration in the placement of a GATE class is to provide foundational skills to those girls of older ages for subsequent enrollment in SEEP class, if they are in the WFCL and are not interested, or able, to attend further schooling. WEI’s intent is to

better equip them with the life skills that are built into the GATE design, or other forms of NFE, when girls do not have any other opportunities.

In light of all this, one question to consider is to what extent NGO proposals are approved based only on the merits of the proposal for the one activity, or whether they are based on a broader view of interventions in order to maximize the impact on the CAR or WFCLs (see page 16).

Challenges: With regard to partnerships and coordination, the greatest challenge has been the high turnover of government staff. A second challenge is keeping up with a sufficient level of programming; when child labor is scattered across so many communities, national-level NGOs cannot work effectively on these issues in scattered rural communities, and local NGOs need a reasonable volume of programming in order to operate well, and thereby keep attention on the issue and partners involved.

With regard to implementing coordination with the host country government at the national, district, and local levels, the greatest challenge is that there are no local elected bodies to coordinate with, and decentralization is stalled pending an election and a new Constitution. Coordination is done through local employees, but as they pointed out, there is a lack of guidance from the central level as to what they can and cannot do. Local community-based NGOs are most effective at identifying working children and those at risk, and are strong at providing services. They are less able, though, to also do advocacy and raise a voice at the policy level. National NGOs are better at advocacy but less effective at reaching children, especially in rural areas. Keeping a balance between providing services and engaging NGOs that influence policy is a challenge.

As a result of the conflict that the country has been experiencing, there has been a major cut in funding for NGOs, education, and development-type work; resources have been diverted to peace-related activities. This has greatly limited NGOs ability to provide complementary support for families and children.

5.7 MANAGEMENT AND BUDGET ISSUES

5.7.1 Strength of Management

Senior staff, based in Kathmandu, have a great deal of experience working in Nepal and working on project-specific issues. This carries through to field staff, who are assigned to “clusters” of districts, based on the staff person’s subject-matter experience. The field staff spends approximately 60 percent of their time in field-monitoring activities and acting as resource contacts for the NGOs.

Since BF started, WEI has vastly improved the collection and management of data at all levels. NGOs are now better able to cope with the complex task of monitoring, as well as determining classifications through their use of the Child Labor Spectrum. Over time, the monitoring and management roles of NGOs has improved, with less problems being experienced at the field level.

MIS: The key management tool for program monitoring and evaluation is the MIS. There are multiple people on staff with strong MIS and M&E skills who provide technical input, development, NGO training, MIS training for the central-level and district-level government, and working on the quality of education data collection, among other tasks.

In addition, the BFII database is being updated at the local level, with increased monitoring and data responsibilities being shared by WEI field staff in conjunction with BFII partner NGOs. This includes incorporation of the child labor spectrum, which tracks an individual child's progress away from WFCL. The baseline survey form has been streamlined for BFII, and is more practical in terms of preliminary as well as follow-up use. The database will be shared with District Development Committees (DDCs) through a pilot in four districts, so as to coordinate district-level planning with relevant input.

The MOLTM will also be engaged, so that data provided can be fed into central-level planning. Through sharing the database with district- and central-level government agencies, a nationwide child-labor monitoring mechanism will be implemented, which can then applied to non-BF districts as well.

In terms of programmatic use, the database will also be utilized to track individual beneficiaries as they move along the child labor spectrum from WFCL to more acceptable work conditions and, ideally, away from the labor force altogether. WEI Field Managers, Program Officers, along with NGO staff will be the frontline monitors of those children being supported through the education services of BFII.

5.7.2 Staff Training Opportunities

Staff has had several training and networking opportunities, with some mentioned previously and additional ones below.

- In 2006, six BFII program staff visited the DOL-funded OPTIONS anti-child labor/anti-child trafficking program in Cambodia, accompanied by the Under Secretary of the MOLTM. The intent of this visit was to observe the program's prevention strategies, particularly surrounding trafficking, children migrating to cities for work, and the vocational interventions provided to street children. As a result of the visit, the BF team became interested in forming better District Task Forces to address youth employment (i.e., to help create job opportunities) and address child labor. The Under Secretary of the MOLTM was exposed to both the OPTIONS Program and the BFP (by virtue of traveling with the team), which broadened his horizons and understanding of child labor issues. This official has since been promoted to the National Planning Commission with the responsibility for child labor.
- A BFII Program Officer attended the Citizen Education Training Workshop for Trainers in Sri Lanka. The Asian South Pacific Bureau of Adult Education (ASPBAE) arranged the workshop to test the Citizens Education Action Learning (CEAL) Guide (27 modules, 7 themes). Since the Program Officer's return, these modules have been integrated and used in different BFII programs, including leadership, transparency and accountability, conflict

management, planning for effective partnership, gender relations and governance, consensus building, role of government, private sector, and civil society, among others.

- In October of 2007 there was an office-wide workshop that included all BF staff on the project, the focus of which was training in Monitoring and Evaluation.
- In October of 2005, an HIV and AIDS Education and Awareness training was held for all WEI staff and BF staff.

5.7.3 Budget, Leveraged, and Matching Funds

Budget issues are numerous. When the project was awarded its specific U.S. dollar amount, at that time, the exchange rate was 70 rupees to US\$1. Now, it is 63 rupees to US\$1. As the U.S. dollar continues to devalue, it reduces the amount of money and resources the project has available. The corresponding issue is the inflation rate in Nepal, which differs; the formal inflation rate is 13 percent, the informal rate is approximately 20 percent.

BFII is well beyond mid-point targets and that includes the budget. The total budget is US\$3.5 million, with US\$1,027,807 to be spent by the end of Year 3. Remaining monies from USDOL have already been allocated and will be completely utilized in 2008, with a slight expected deficit. While WEI has leveraged funds in the past, and continues to do so, they have not leveraged the amount necessary for BFII. Affecting their ability to raise funds may be donor fatigue, dissatisfaction with the progress of the GON in resolving the current political situation, and in general, just less donor money. WEI remains hopeful that two private foundations that have funded in the past will again do so.

Examples of leveraged or matching funds raised, or not raised, include the following:

- WEI raised leveraged funding from UNICEF and private donors in Australia. UNICEF has since increased its funding to continue Quality Education efforts. This work entails a three-way partnership between WEI, UNICEF, and the DOE. WEI raised funds from Australia in order to expand the work they are doing in family support, for those families of child laborers. These funds represent a US\$225,000 match that will complement BFP strategies and activities.
- For beneficiaries in the trafficking/entertainment sectors, the U.S. Embassy arranged for complementary GTIP funds through USAID. With this funding, World Education and NGO partners provided services to 870 beneficiaries who are all survivors of trafficking, of whom 32 percent were still under 18 years.
- WEI has entered into a new partnership with Backward Society for Education (BASE) and the Nepalese Youth Opportunity Foundation. Together, they are trying to step up efforts in western Terai to abolish bonded labor of children in the Tharu community. A private foundation will be providing matching funds through the partnership with BASE, focusing on advocacy and social mobilization. The Nepalese Youth Opportunity

Foundation will focus on tracing and removing children from WFCL, allowing WEI to concentrate on the provision of education services.

- UNICEF has agreed to co-fund WEI's work with CAAFAG, which will allow for greater district coverage and greater reintegration support. This collaboration is important since (1) working with UNICEF provides WEI with key data about the current location of CAAFAG and their home districts; (2) UNICEF is the central coordinating body for different organizations involved in various roles of the release process such as transportation, assessment, tracing, and reintegration; and (3) UNICEF funds allow WEI to undertake activities that are not covered under the USDOL budget, such as running Interim Care Centers. WEI is targeting at least eight districts for these facilities, including four in the east, three in the west/mid-west, and one still to be determined in the central region of the country.

5.8 SUSTAINABILITY AND IMPACT

As noted in the Project Document, Sustainability, and Exit Strategy,²¹ the main focus of BFP is to ensure that individual working children are able to access education programs that enable them to eventually leave abusive work situations for better work and life options. To this end, in addition to all of the educational programs, BFII is also working at the policy and government levels (quality education/QERP), and is working on data collection systems, working with local governance and PTAs, and is engaged in NGO development and family support.

Policy and QERP: The government continues working through its political situation and the peace process is moving further ahead. During this, the *Welcome to School* program has also been moving ahead; expanding nationwide from a few districts to being present in all 75 districts. Enrollment has risen substantially, making the challenge now retention. WEI, with government approval, has already started working on teacher training, using a variety of grade-specific curricula developed under QERP (please refer to Indirect Interventions). Based on already developed systems, WEI is working with the central government in getting an MIS database in place to track children within the school system, and has already simplified the system from BFI to BFII so that it can be more easily used by the NGOs and district-level government.

PTAs: Those PTAs that have received training and mobilized funds are key to the sustainability of the BF program efforts. Once they get up and running, they do not need further input from WEI, nor even the NGOs. The efforts of the PTAs and SMC will be further enhanced by the QERP, and by changes in government policy regarding direct funding of schools. With 80,000 schools, the 225 trained PTAs are still not enough to make a substantial impact. However, PTA “networking” has begun, and is spreading.

In the stakeholder meetings in Kathmandu, some of the NGO partners mentioned that neighboring schools were seeing the improvements being made in some schools, and wanted to find out how the same could occur for their school. As a result, a number of networking groups

²¹ See Annex M: Sustainability and Exit Strategy, Project Document, pp. 53-55.

have been started. Though several of the NGO partners are involved, the impetus is coming from the members (teachers, PTA parents) of the school. This is clearly where the long-term sustainability and impact will come from.

NGO Capacity Building: WEI is currently working with up to 40 NGOs. Some were very well organized, staffed, and funded at the beginning of the partnership; others were not. Through the BF program, all NGO staff have received a lot of training and experience, both through the program and by implementing the program. Now, even outside of the BF program, some of the NGOs provide assistance to BF beneficiaries with other program monies and technical assistance (e.g., mentioned earlier was a candle-making business that was started with BF efforts, but further TA was provided by the partner NGO).

Initially, the NGOs received a computer and training for data collection, intake data entry, reporting, and learning and using the Child Labor Spectrum, etc. Also provided was teacher/facilitator training for the various classes and programs being implemented. Trained NGOs gained more experience by, in turn, training PTA and SMC members. Overall, their capacity for bidding on programs has increased, especially those that require data collection and M/E, etc. As training is needed for the nearly 80,000 schools remaining, the NGOs are in a much better position to be able to assist these schools.

Another benefit to the NGO capacity building is that when district-level government begins to take a more active role, as the peace process continues, the local NGOs are in a “more experienced position” to assist at the district level.

VI LESSONS LEARNED AND GOOD PRACTICES

6.1 LESSONS LEARNED

Entertainment Sector: This sector remains harder to reach than expected because trafficking survivors are reluctant to come forth and be identified, even for assistance.

Transport Sector: This sector also proved to be much harder to reach than expected. In addition, for these children to participate in vocational training, they must be provided with some sort of residential shelter.

Retention and Completion: CAR and WFCLs are difficult target audiences to reach, even in the best of situations, and creating programs for them is likewise difficult. Adding to the problem is the retention of children through program completion. The number of years of unrest in the country and the changing political climate further complicates the situation. This remains a challenge for the BFII program.

Based on recommendations, from BFI to BFII the SEEP program length was expanded from 9 months to 12 months, to increase the amount of time for the “practice business.” While the increased length of time may contribute to more “applied” learning and guidance, the retention and completion rates have gone down. WEI has recognized that length of course is linked to retention and completion.

Plan for Linked Interventions: The impact of interventions, such as a GATE class, are increased if there is an opportunity for a follow-on intervention. For example, with a GATE class that intends for a child to go on to further education in a primary school, there needs to be a local primary within the geographic distance. If not, then the intervention needs to be reviewed for effectiveness. While the children may need and benefit from the class, others may benefit more by participating in the class and then having a school in which to transition to. *However, this came up in only one field visit and may be an exception.*

People Move: A challenge in working with key district-level government officials is that they are regularly transferred to other districts. District-level officers often participate in one training, sometimes the only training available, and then they are not the ones overseeing the eventual activity or program. And, new monies may not be available for training new staff. This situation also occurs within PTAs and SMCs.

6.2 GOOD PRACTICES

Staff /Program Flexibility and Responsiveness: The WEI staff and NGO partners seem to be regularly monitoring the needs of the participants and making program changes to meet participant needs. For example, children working as domestics needed a flexible class “drop-in” schedule, as did others working in other sectors; so the Open Learning Centers were developed and staffed during a flex-time school schedule. This also happened for other NFE programs (and is recommended in the BFI final evaluation). Another example was seen in the organizing and

support of a tutoring class in one of the schools where children were having difficulty keeping up with their grade level.

Retention and Completion: In addressing the problem of retention and completion, a thorough participatory evaluation was conducted to see what improvements could be made. Action was then taken, by WEI, BFPII staff, and partnering NGOs, to implement those improvements.

Agro-Forestry: Staff was creative and resourceful in identifying this new program opportunity. It has made great use of previously unused land, and the program has been highly relevant for out-of-school children or ones not likely to be returning to school. This also ties back into improving the community and strengthening the local economy.

Conceptualization and Design of the Financial Components: Key to both direct and indirect interventions are the financial components; loan mobilization, revolving loan fund, bank accounts, etc. Without the financial component within PTAs, or the family support, or SEEP, etc., any positive program result would be greatly diminished.

VII CONCLUSIONS

The overall program design is extremely complex, but necessary and relevant because of the complexity in reaching the target audiences and the many stakeholders. Project outputs have far exceeded project objectives and targets (see charts throughout Findings).

By Midterm, all of the sector targets were exceeded, with the exception of entertainment and transport. (Reasons for this are set out in the Findings Section, under Targets/ Sectors.) Other targets that were achieved included the targeted age groups, gender, caste/ethnicity, and others. (For specific information, please refer to the Findings Section, under Targets/Ethnic Minorities/Gender and Findings: Interventions, Direct/Indirect Services.)

Retention and completion rates of classes and programs remain a challenge, even though efforts are being made to improve the outcomes.

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VIII RECOMMENDATIONS

Brick Factories: Mentioned in the WEI documents was the need to open some dialogue between the “home” school of the children working in brick factories and the NFE program in which they participate at the brick factory. The children would benefit from some coordination between the two schooling programs. Many of the children come from rural areas. Often the difference in the curricula and quality of education of teachers differs from rural areas to even a slightly more urban area; and the change is even more significant as programs move towards Kathmandu. Therefore, when children attend the BFII program, they are typically working at different levels or at a different pace. Then they go back to their village schools and are ahead or behind. This makes it difficult to maintain continuity in the learning process for the child. The idea of dialogue, at a minimum, between teachers from the BFII program and the village-based teachers is a means of trying to give the child a similar level and pace in either place.

Entertainment Sector: It may be highly beneficial to establish some form of informal, “safe” confidential networking so that those from the entertainment sector who have gone through the BFII program, such as the Malla Hotel participants, can identify others still working in “the industry” who might be interested in the BFII training .

Transport: This sector has been a challenge for two main reasons: One is that it is hard to reach the children and when they are reached, BFII does not have funding to provide residential living space once children enter a program. BFII may want to consider focusing the remaining limited resources on another sector or other interventions.

Scholarships: Work with district-level governments, PTAs, and SMCs to determine if there is a way to influence GON scholarship distribution. At the same time, the “transparency” issue needs to be resolved for those deciding on Nepalese Government scholarships. To the extent possible, see if there is a way to “influence” the GON scholarships for BFII recipients, so that they may remain in school.

SEEP: This program in particular has a good, though fairly traditional curriculum. Even with the feasibility, marketing, and market linkage components, often missing in these types of classes is a component on how to determine the income generating or microenterprise *idea*. The concept of *how* to determine the idea is different from determining if the idea is *feasible*. The most common way people determine ideas is by imitation or “copycat,” which is well documented.

One way of expanding ideas, even for simple businesses with people without literacy or numeracy skills, is to look at the supply or value chain for a product or service. For example, typically a baker will look around and see what “to bake,” rather than look at the supply chain to determine other entry points—places where she or he could enter. Other entry points, for example, might be if bakeries could not get regular supplies of flour. If that were a problem, then an appropriate business might be to purchase flour in bulk and become a distributor of flour. Or if bakers were now using fruit ingredients, a small business could see the opportunity of processing and selling just the fruit ingredients, targeting bakeries as their customers.

Annex L includes two very simple exercises, recommended to be used with BFII participants, as appropriate. The exercises can be adapted to any product or service, with just a working understanding by the facilitator of vertical and horizontal linkages.²² The exercises can be done in a more formal setting, such as SEEP, or an informal setting, such as the agro-forestry program. With the remaining SEEP classes, and others as appropriate, we recommend including some form of this exercise.

Apprenticeships: Apprenticeships are proving to be the most successful route towards securing employment. Medium sized businesses are often the best suited for an apprenticeship, but finding these is difficult; especially ones who are willing to take on an apprentice. To the extent possible, explore avenues for working with medium businesses in placing an apprentice.

Apprenticeships are more feasible when working with larger businesses. One avenue into this market is to support micro-businesses or enterprises, such as through SEEP, who do tailoring, catering, maintenance/repairs, etc. For example, a large business which requires uniforms may subcontract with a small company to make all of the uniforms, set up a lunch-time stand, etc. Should such a scheme develop, what is usually missing in these small businesses is some sort of networking, or central directory, from which to offer additional services, through contracts, to the larger businesses. Should such opportunities be made available, programs like SEEP would need to include a component on how to obtain and negotiate a contract with larger businesses.

Follow-up Participant Information: The data collection system is improving, but still not able to track participants after they leave the BFII program. Since a large volume of participants now exists, perhaps some follow-on information could be collected via the PTAs that are trained and up and running in the districts where BFII participants have returned or live. Or, children could be tracked by means of fellow workers or BFP completers; for example, in the carpet factories, there were several SEEP completers who had returned to their village in the Sarlahi District. Some of the children from that district are still participating in a SEEP program, and are also working in the same carpet factory. While there is nothing formal in place with the BFII program, there may be something that can be done informally in the final 2 years of the program, as it winds down.

Ensure Interventions can be Linked: The interview with the GATE class has been mentioned with regard to the school's already high enrollment and inability to absorb more students. There was also no other school nearby for the GATE completers to attend. With the remaining BFII interventions, review where the interventions are likely to have the most impact. For example, put more interventions where trained PTAs exist, or place additional GATE classes only in schools that can absorb the completers, or where there is a school nearby for the completers to attend. In the case of family support, additional interventions might go towards PTAs and the schools where those families send their children.

²² While this appears to be a 'big' term, it can be simplified: 'vertical linkages' are everything required for the manufacture of a motorcycle, and 'horizontal linkages' are everything that keeps the motorcycle marketed, repaired, services, etc.

End-of-Project Targets: End-of-project targets have nearly been achieved and remaining financial resources are limited. With two years remaining in the life of the project, to maximize impact and sustainability, focus should be placed on expanding PTA networks, integrating QERP, teacher training, and the national-level data system. Where possible, continue to expand agro-forestry programs that are linked with the local schools and communities, ideally where PTA training has occurred.